

**U.S. Department of Justice  
Federal Prison System  
FY 2011 PERFORMANCE BUDGET  
Congressional Submission  
Salaries and Expenses  
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## I. Overview for the Bureau of Prisons, Salaries and Expenses (S&E) Appropriation

### 1. FY 2011 Request

The President's FY 2011 budget request for the Bureau of Prisons (BOP) S&E Appropriation totals \$6,533,779, with 38,249 FTEs, and 41,595 positions (20,060 Correctional Officers) to support DOJ Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice.

Electronic copies of the Department of Justice's Congressional Budget Justifications and Capital Asset Plan and Business Case exhibits can be viewed or downloaded from the Internet using the Internet address: <http://www.usdoj.gov/jmd/2011justification/>.

The BOP is responsible for the custody and care of about 209,000 federal inmates. The BOP's highest priorities continue to be:

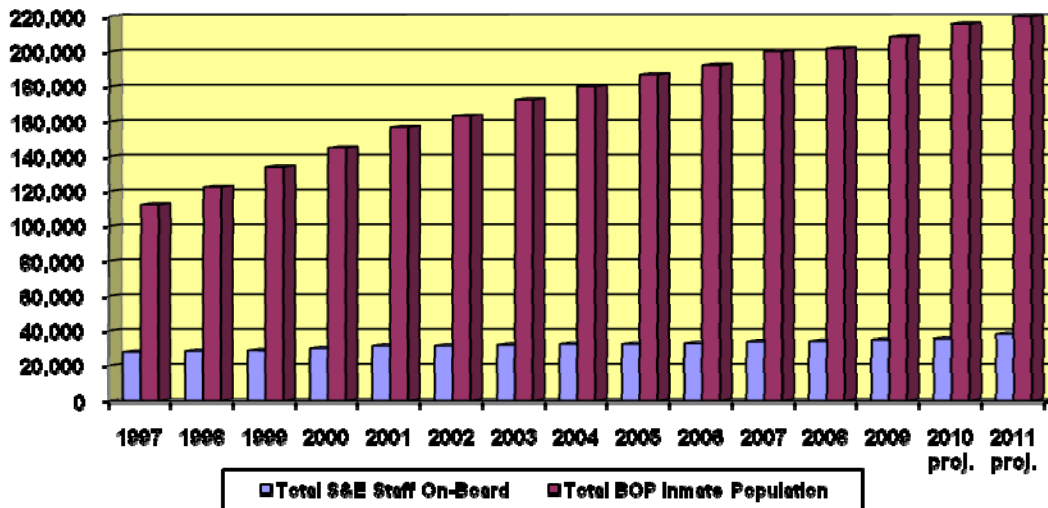
- Ensuring the safety of federal inmates, staff, and surrounding communities;
- Reduce the use of double and triple bunking to help prevent violence in prisons by adding bed space; and
- Making the best use of inmate reentry programs such as drug treatment, and education through the use of the inmate skills development strategy in order to reduce recidivism.

The BOP faces unprecedented challenges as the inmate population continues to grow. For the past five years, the BOP has stretched resources, streamlined operations, improved program efficiencies, and reduced costs to operate as efficiently and effectively as possible. The FY 2011 President's Request moves further towards adequate staffing and bed space requirements. The FY 2011 request includes medical, utility, and food costs increases; population cost adjustment; additional hiring capability; and the activation of two prisons.

In FY 2008 and FY 2009, the Congress provided additional funding for the BOP. The Congress in FY 2009, directed the Government Accountability Office (GAO) to report on BOP's methods for cost estimation, including the pricing of utilities and inmate medical care costs. The GAO released report GAO-10-94 in November 2009 and concluded that BOP's methods for cost estimation largely reflect **best practices** outlined in GAO's *Cost Estimating and Assessment Guide*. BOP followed a well-defined process for developing mostly comprehensive, well documented, accurate, and credible cost estimates. Further, GAO found that BOP's methods for projecting inmate population changes have been accurate. For example, GAO found projections were accurate, on average, to within 1 percent of the actual inmate population growth from fiscal year 1999 to August 2009. The full GAO report is available at: <http://www.gao.gov/new.items/d1094.pdf>.

The FY 2011 budget request supports a necessary increase in staffing levels at existing federal prisons. The inmate population will continue to increase for the foreseeable future, and so will the BOP's challenges to provide for safe inmate incarceration and care, and the safety of BOP staff and surrounding communities. The following chart illustrates the increases in the inmate population that have far outpaced staffing levels over the recent past.

## Total BOP Inmate and Staff Levels



The BOP currently has 35,126 staff on-board which is only 87 percent of the authorized level. In addition, as of May 2009, 18,630 (93 percent) high security inmates were double bunked, and 14,180 (26 percent) of medium security inmates and almost 35,000 (81 percent) of low security inmates were triple bunked. Overcrowding and staffing rates will worsen given incarceration trends:

- In FY 2009, the inmate population increased by 7,091 net new inmates and an increase of 7,000 per year is expected for 2010 and 2011. At least 4,500 net new inmates are projected each year after 2011.
- Over the past four years, BOP has permanently reduced its authorized staffing by approximately 3,900 FTEs.
- In FY 2007, the five states with the highest prison populations have an average inmate-to-staff ratio of 3.33 to 1. BOP's ratio for that year was 48 percent higher, and is currently 4.9 to 1.

For FY 2011, a total of \$252 million in program changes is requested for S&E. The requested S&E increases and offsets are as follows:

Strategic Goal	Item	Dollars (\$000)	Pos	FTE
3.3/3.4	Food Cost Adjustment (\$207,300 x 7.66%)	15,882	0	0
3.3/3.4	Existing Contract Beds Cost Adjustment (\$852,000 x 3.5%)	29,820	0	0
3.3/3.4	USP Thomson, IL (up to 1,600 high security cells)	66,879	896	595
3.3/3.4	Population Adjustment (3,217 x \$10,061)	32,366	0	0
3.3/3.4	Increase Current Staffing Levels by 1,200 new staff	59,055	0	1,200
3.3/3.4	FCI Berlin , NH Activation (1,280 beds) 9/2010	28,500	378	189
3.3/3.4	Second Chance Act Requirements – RRC Increase and Correctional Programs	25,927	42	21
3.3/3.4	Offsets: Travel Expenditures (\$1.512 million); National Institute of Corrections (\$5 million)	(6,512)	0	0
<b>TOTAL</b>		<b>\$251,917</b>	<b>1,316</b>	<b>2,005</b>

The BOP will use these resources to manage a total of 222,759 inmates projected by the end of FY 2011. The system-wide crowding level in BOP facilities is estimated to climb to 43 percent above rated capacity by the end of FY 2011.

In accordance with the Administration's direction to focus on place-based policies and initiatives [M-09-28], the BOP has a long standing practice of locating many of its new federal prisons in rural areas. As stated in the White House memo "The prosperity, equity, sustainability, and livability of neighborhoods, cities and towns, and larger regions depend on the ability of the federal government to enable locally-driven, integrated, and place-conscious solutions guided by meaningful measures, not disparate or redundant programs which neglect their impact on regional development." The BOP's positive impact on rural communities is significant. From bringing in new federal jobs, stimulation of local businesses and housing, contracting with hospitals and other local vendors, and coordinating with local law enforcement, the BOP improves the economy of the town and the entire region where these rural facilities are located.

## **2. Mission and Background**

The mission of the Bureau of Prisons (BOP), an agency of the Department of Justice (DOJ), is to protect society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-efficient, and appropriately secure, and that provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens. The BOP adheres to core values, which include correctional excellence, respect, and integrity. BOP staff are correctional workers first, and committed to the highest level of performance. In addition, the BOP embraces diversity and recognizes the value and dignity of staff, inmates, and the general public.

The BOP was established in 1930 to house federal inmates, to professionalize the prison service, and to centralize the administration of the 11 federal prisons in operation at that time (now 115). The BOP administers correctional programs that balance punishment, deterrence, and incapacitation with opportunities to prepare the offender for successful reintegration into society. The BOP operates federal prisons at four security levels – minimum, low, medium, and high. In addition, there are administrative facilities which have special missions, such as the detention of pretrial offenders (the BOP is a major provider of pretrial detention bed space and operates a number of metropolitan detention centers and jail units); the treatment of inmates with serious or chronic medical problems; or the containment of extremely dangerous, violent, or escape-prone inmates. Further, the BOP confines all District of Columbia adult felons sentenced to a term of confinement.

The BOP also utilizes privately operated facilities, Residential Reentry Centers (halfway houses), and bed space secured through Intergovernmental Agreements with state and local entities. Finally, through the National Institute of Corrections (NIC), the BOP provides assistance to federal, state, local, and international correctional agencies.

## **3. Summary of Key S&E Programs**

While the BOP cannot control the numbers of inmates sentenced to prison, it does have control over how inmates occupy their time while incarcerated. The BOP uses this time to affect how inmates leave its custody and the impact they will have upon their return to the community.

Virtually all Federal inmates will be released back to the community at some point. Most need job skills training, work experience, education, counseling, and other assistance (such as drug abuse treatment, anger management, and parenting skills) if they are to successfully reenter society.

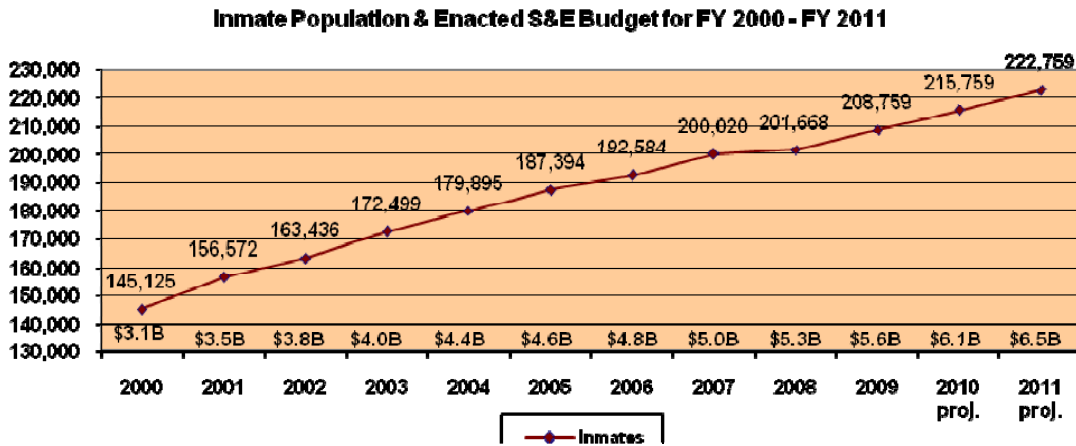
In order to meet the requirements of the Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994, the BOP developed a comprehensive drug abuse treatment strategy consisting of five components: screening and assessment; drug abuse education; non-residential drug abuse counseling service; residential drug abuse programming; and community transitional drug abuse treatment. From 1997 through FY 2006, the BOP was able to provide residential drug abuse treatment to all inmates needing and wanting to participate prior to their release in accordance with the VCCLEA. In fiscal year 2007 and 2008 the BOP was unable to provide residential drug abuse treatment to 100 percent of eligible inmates before their release from custody due to insufficient funding (In FY 2007, the BOP provided residential drug abuse treatment to 80 percent of eligible inmates and in FY 2008, the BOP provided residential drug abuse treatment to 93 percent of eligible inmates). In FY 2009, the BOP once again provided residential drug abuse treatment to all inmates needing and wanting to participate prior to their release in accordance with the VCCLEA. The increase in the treatment rate to 100 percent in FY 2009 is due in part to in-house expansion of drug programming and more than 3,000 early releases due to the change in U.S. Sentencing Commission guidelines to retroactively shorten sentences of inmates convicted of crack cocaine offenses.

The BOP provides work and education programs and other self-improvement opportunities to assist offenders in successfully reentering society. For example, the BOP operates its Life Connections (faith-based) pilot programs (LCP). Through these programs, the BOP provides opportunities for the development and maturation of the participating inmate's faith commitment, with a goal of reducing recidivism rates. Additionally, the BOP has developed programs that target specific inmate subgroups, such as penitentiary inmates with behavioral problems, violent and predatory inmates, younger inmates serving their first significant prison term, or inmates with cognitive and social learning needs. These programs, designed to change thinking and behaviors, also improve institution security by reducing inmate idleness and serious misconduct that threatens the safety of inmates and staff.

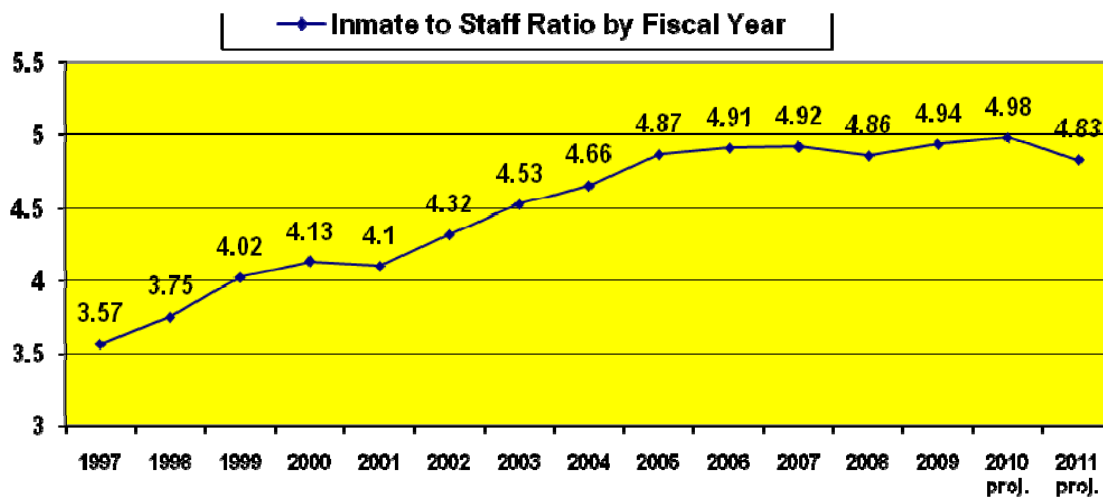
The BOP fully supports DOJ Strategic Objectives 3.3 and 3.4 by providing adequate health care services to inmates while making every effort to mitigate soaring national medical costs. The BOP strives to maintain the accreditation standards of the Joint Commission on Accreditation of Healthcare Organizations (JCAHO) at medical centers and institutions with chronic care inmates. Meeting these standards provides a widely accepted method of assessing the quality of health care provided at BOP facilities. The BOP's goal is to have these new institutions accredited within two years of activation. By meeting JCAHO accreditation standards, BOP institutions must exhibit substantial compliance with approximately 200 health care standards during a triennial JCAHO accreditation survey. JCAHO standards not only address patients' rights, but also provide the BOP with the opportunity to assess and improve overall efficiency of health care programs. The foundation of JCAHO standards is the continuous quality improvement of health care processes and patient outcomes.

#### 4. Challenges and Statistics

The BOP's biggest challenge is managing the ever increasing federal inmate population, and providing for their care and safety, as well as the safety of BOP staff and surrounding communities, within budgeted levels.



Currently, there are over 208,000 inmates in BOP custody. Approximately 82 percent of the inmate population is confined in Bureau-operated institutions, while 18 percent are managed in contract care, primarily private sector prisons.



Note: Figures include all S&E and PHS staff.

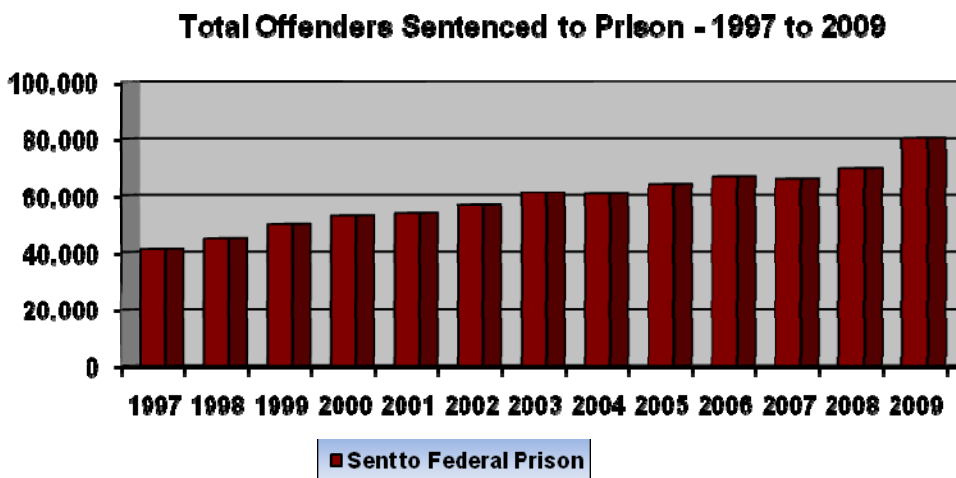
The chart above illustrates inmate to staff ratios. As the inmate population and crowding have increased, the inmate to staff ratio has increased by over 38 percent since 1997.

The number of inmates in BOP operated facilities has grown by 37 percent from 125,560 in FY 2000 to 172,423 in FY 2009, while BOP operations staff (S&E) increased just 15 percent, from 30,382 in FY 2000 to 34,914 in FY 2009. As a result, the BOP inmate-to-staff ratio (ISR) increased to 4.9 to 1 in FY 2007, FY 2008 and FY 2009, as compared to 3.6 to 1 in FY 1997. This change in ISR causes a significant reduction in BOP's ability to effectively supervise



prisoners. By comparison, the average ISR for the largest state corrections systems in FY 2007 was 3.3 to 1. Rigorous scientific research by the BOP's Office of Research and Evaluation has confirmed that the greater the ISR the higher the levels of serious violence among inmates.

Most criminal justice agencies have some degree of discretion in controlling their workloads, typically through priority systems developed to ensure that the most important cases are handled first. The BOP must, by law, accept all inmates sentenced to confinement by the federal courts. The increasing numbers of offenders sentenced to prison each year creates a tremendous workload for existing staff. Sentence computation and security level designations, admission and orientation processes, intake screenings for medical and psychological problems, issuance of clothing and supplies, as well as work and programming assignments all have to be completed for each inmate sentenced. The largest number to be admitted in the history of the BOP was in FY 2009, where 80,255 inmates were sentenced to federal prison. See the following graph which illustrates this trend.



The most significant increases in the inmate population have occurred in the last two decades. While the BOP is not experiencing the dramatic population increases of between 10,000 and 11,400 inmates per year that occurred from 1998 to 2001, the net increases and workload are still significant (over 7,000 new inmates in FY 2009), and a net growth of 7,000 inmates per year is projected for FY 2010 and FY 2011.

In 1930 (the year the Bureau was created), the BOP operated 14 institutions for just over 13,000 inmates. By 1940, the Bureau had grown to 24 institutions and 24,360 inmates. The number of inmates did not change significantly for 40 years, and in 1980, the total population was just over 24,000 inmates. From 1980 to 1989, the inmate population more than doubled to almost 58,000. This growth resulted from enhanced law enforcement efforts along with legislative reform of the federal criminal justice system and the creation of a number of mandatory minimum penalties. During the 1990s, the population more than doubled again, reaching approximately 134,000 at the end of 1999 as the BOP experienced the effect of efforts to combat illegal drugs, firearm violations, and illegal immigration.

As a result of the National Capital Revitalization and Self-Government Improvement Act of 1997, the BOP became responsible for the District of Columbia's sentenced felon inmate population. Almost immediately, the BOP began gradually transferring sentenced felons from the District of Columbia into BOP custody. In 2001, the BOP had completed accepting all incarcerated and newly-sentenced D.C. felon inmates.

The average net increase in the inmate population over the past five fiscal years (FY2005 – FY 2009) is close to 5,800 per year. In FY 2008, the inmate population had its smallest increase, growing by a net of 1,648 new inmates attributed to inmates receiving sentence reductions, many resulting in immediate release, after the U.S. Sentencing Commission changed sentencing guidelines to retroactively re-sentence inmates convicted of crack cocaine offenses. The effect of this change was almost fully realized in FY 2008. In FY 2009, net growth of 7,091 new inmates was realized, and a net growth of at least 7,000 inmates per year is projected for FY 2010 and FY 2011.

The size of the BOP inmate population greatly exceeds the rated capacity of its prisons. Rated capacity is the baseline used to calculate prison crowding, and is essential to managing the BOP's inmate population to distribute the population throughout the system efficiently and equitably.

BOP facilities are very crowded -- 36 percent above rated capacity system-wide as of January 21, 2010. Over 171,100 of the current federal inmate population are in facilities operated by the BOP, which are intended to house only about 125,811. The remainder, over 37,300 or 18 percent are in contract care consisting of privately operated secure facilities, facilities managed by state and local governments, residential reentry centers, or home confinement. The percentage of inmates in contract care is up from 1.5 percent in 1980, 10.7 percent in 1990, to 18 percent currently. Future population, capacity, and crowding projections are shown in the following table:

### Projected Population, Capacity, and Crowding<sup>1</sup>

	2008 (Actual)	2009 (Actual)	2010	2011	2012	2013	2014	2015	2016
BOP Facilities									
Starting Capacity	122,189	122,366	125,778	126,708	128,534	131,670	132,398	133,686	136,750
Additional Approved/Planned	177	3,412	930	1,826	3,136	728	1,288	3,064	4,696
Subtotal Capacity	122,366	125,778	126,708	128,534	131,670	132,398	133,686	136,750	141,446
Pop. Projection	165,964	172,423	176,962	183,569	186,315	189,059	191,804	194,548	197,293
Percent Overcrowded	36%	37%	40%	43%	42%	43%	43%	42%	39%
Contract	35,704	36,336	38,797	39,190	40,944	42,697	44,449	46,202	47,954
Percent Contract	17.7%	17.4%	18.0%	17.6%	18.0%	18.4%	18.8%	19.2%	19.6%
Total Federal Prison System Population	201,668	208,759	215,759	222,759	227,259	231,756	236,253	240,750	245,247

<sup>1</sup> The population projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, the U.S. Sentencing Commission, the Executive Office for United States Attorneys, the Office of the Federal Detention Trustee, the Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Additional capacity projections are tied to future enactment of funding for contract beds, new construction, and activations.

As in past years, the BOP will continue to take a variety of steps to mitigate the negative effects of crowding in its institutions. For example, the BOP has improved the architectural design of newer facilities and has taken advantage of improved technologies in security measures such as perimeter security systems, surveillance cameras, and equipment to monitor communications. These technologies support BOP employees' ability to provide inmates the supervision they need in order to maintain security and safety in institutions. The BOP has also enhanced population management and inmate supervision strategies in areas such as classification and designation, intelligence gathering, gang management, use of preemptive lockdowns, and controlled movement.

Over the past several years, the BOP has faced numerous fiscal challenges caused by the rapidly growing inmate population and increasingly overcrowded conditions. In response, the BOP implemented a number of initiatives to streamline operations, centralize and automate functions, and reduce management positions BOP-wide. These cost savings initiatives enabled the BOP to operate more efficiently and remain within total funding levels through FY 2007. In FY 2008, the BOP required reprogramming and supplemental funds to maintain basic operations.

It has been particularly challenging to manage the federal prisoner population at higher security levels. The combined inmate population confined in medium and high facilities represents 39 percent of the entire inmate population. It is important to note that at the medium security level, about 67 percent of the inmates are drug offenders or weapons offenders, approximately 75 percent have a history of violence, 40 percent have been sanctioned for violating prison rules, and half of the inmates in this population have sentences in excess of 8 years. At the high security level, more than 70 percent of the inmates are drug offenders, weapons offenders, or robbers, another 10 percent have been convicted of murder, aggravated assault, or kidnapping, and half of the inmates in this population have sentences in excess of 10 years. Furthermore, nearly 70 percent of high security inmates have been sanctioned for violating prison rules, and more than 90 percent have a history of violence.

Further, with the ongoing threats and activity of terrorist organizations, the BOP's work has taken on significantly greater risks with the incarceration of high-profile convicted terrorists such as: Zacarias Mossaoui, Nidal Ayyad (World Trade Center Bomber), Terry Nichols, Sheik Rahman, Richard Reid, Ramzi Yousef and Ahmed Ghailani.

As a strategy to try to keep pace with inmate population growth, the BOP continues to rely on a combination of contracts with private, state, and local vendors; increasing use of residential reentry centers; expansions of existing facilities where infrastructure permits; and new prison construction.

## **5. Full Program Costs**

### **FY 2011 Total Bureau of Prisons Request by DOJ Strategic Goal**

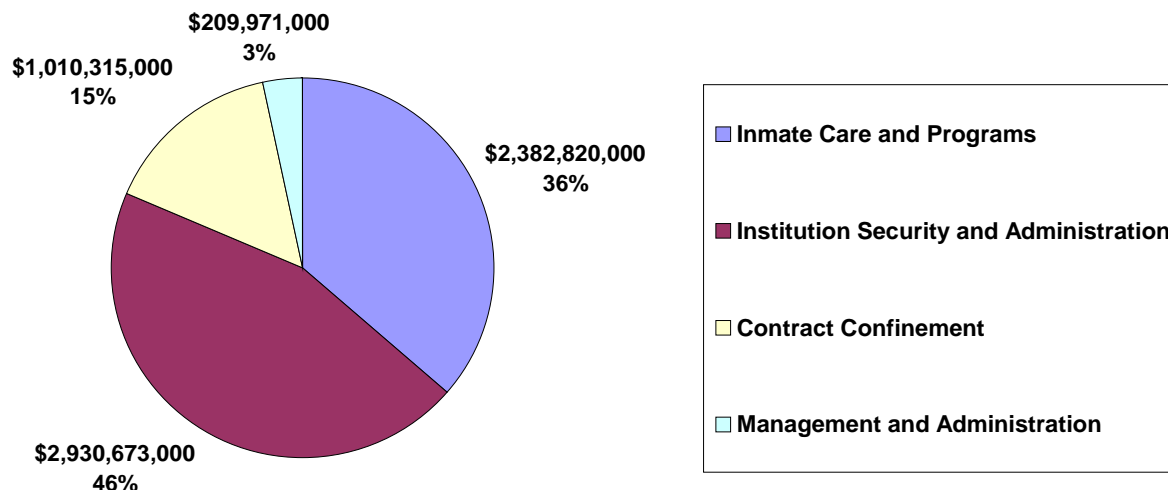
The BOP's mission plays a direct role in supporting DOJ, Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. In FY 2011, the BOP is requesting a total of \$6,533,779,000 with 41,595 positions and 38,249 FTEs for its S&E appropriation to support the Department's Strategic Goals to:

- Provide for the safe, secure and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System. (Strategic Goal 3.3)
- Provide services and programs to facilitate inmates’ successful reintegration into society, consistent with community expectations and standards. (Strategic Goal 3.4)

The BOP’s budget integrates both the DOJ and BOP Strategic Goals and Objectives, and each performance objective is linked with the costs of critical strategic actions.

**FY 2011 Budget Request by Decision Unit**

The BOP is requesting base resources that are critical to managing current crowding conditions and future growth in the federal inmate population.



**Inmate Care and Programs: \$2,382,820,000**

Resources for each objective that the BOP supports are identified under each decision unit. The total costs include the following:

- The direct cost of all activities
- Indirect costs
- Common administrative systems costs

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will implement in FY 2011.

Program Improvements

- 1) Population Adjustments
- 2) Increase Staffing
- 3) Activation: FCI Berlin, NH
- 4) Activation: USP Thomson, IL
- 5) Second Chance Act Requirements – Correctional Programs
- 6) Food Cost Adjustment

**Institution Security and Administration: \$2,930,673,000**

Resources for each objective that the BOP supports are identified under each decision unit. The total costs include the following:

- The direct cost of all activities
- Indirect costs
- Common administrative systems costs

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will implement in FY 2011.

Program Improvements and Offsets

- 1) Population Adjustment
- 2) Increase Staffing
- 3) Activation: FCI Berlin, NH
- 4) Activation: USP Thomson, IL
- 5) Offset: Travel Expenditures

**Contract Confinement: \$1,010,315,000**

Resources for each objective that the BOP supports are identified under each decision unit. The total costs include the following:

- The direct cost of all activities
- Indirect costs
- Common administrative systems costs

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will implement in FY 2011.

Program Improvements and Offsets

- 1) Second Chance Act Requirements - RRC
- 2) Existing Contract Beds Adjustment
- 3) Offset of \$5 million for National Institute of Corrections

**Management and Administration: \$209,971,000**

Resources for each objective that the BOP supports are identified under each decision unit. The total costs include the following:

- The direct cost of all activities
- Indirect costs
- Common administrative systems costs

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will implement in FY 2011.

## 6. Performance Challenges

The challenges that impede progress toward achievement of agency goals are complex and ever changing. General economic conditions, Congressional actions, changing and new investigative and prosecutorial initiatives, internal OMB and DOJ decisions and procedures, technological developments, and criminal behavior are only a few factors that impact BOP and other law enforcement agencies, and pose new challenges that demand attention and change. The BOP continues to streamline operations and increase efficiency in order to operate as inexpensively, efficiently, and effectively as possible.

**External Challenges:** The BOP does not control the number of new admissions to federal prisons. As a result, BOP faces major challenges in effectively managing the federal inmate population growth in already crowded conditions. BOP has focused on ways to mitigate the negative effects of a large prison population. These include requesting funding for additional contract beds for low security male criminal aliens, expansions of current facilities, and construction of new facilities.

In addition to the challenges of inmate population growth and new legislation, the BOP is also impacted by the continuing war on terrorism and housing an increasing number of dangerous terrorist inmates. The BOP currently houses over 1,000 inmates who have been convicted of terrorist acts (including Domestic, International, Violent Anti-Government, White Supremacy and BioChem-Nuclear). Also, as a result of these trends, the BOP has added equipment, patrols, and specialized monitoring for the safe incarceration of these inmates.

**Internal Challenges:** The largest internal challenge for the BOP is to provide adequate levels of bed space and staffing to safely manage the growing inmate population. Crowding is a very real danger in prisons – causing frustration and anger for inmates whose access to basic necessities like toilets, showers, and meals becomes very limited and who face hours of idleness resulting from a limited availability of productive work and program opportunities. Crowding also strains facilities' infrastructure like water, sewage, and power systems.

Increases in the inmate population, employee involvement in external military service assignments, unpredictable events such as September 11, 2001, and devastating natural disasters such as Hurricanes Andrew, Ivan, Katrina, and Rita pose significant internal management challenges in the areas of cost control and staffing. The BOP actively monitors and works to address these areas of concern, while housing inmates in the safest and most cost effective manner.

**Offsets:** The BOP has completed a number of management actions to streamline operations, improve program efficiencies, and reduce costs to ensure the lowest possible costs despite the growing inmate population. Examples of these actions include centralizing prisoner sentence computation and inmate designation functions, consolidating the servicing of human resource and employee development functions, and transferring inmates with the most critical medical needs to dedicated BOP medical centers. The BOP conducted streamlining and other efficiency measures by de-layering and abolishing over 2,300 positions, and closing four outmoded and inefficient stand alone prison camps.

## 7. Environmental Accountability

The BOP continues its progress towards improving environmental and energy performance. The BOP is aggressively pursuing the Energy Saving Performance Contract (ESPC) finance mechanism permitted by Executive Order 13423 and Energy Policy Act. Twenty-one ESPCs have been initiated over the last two years. As part of these projects, the BOP is implementing green initiatives such as solar power, wind turbines, biomass boilers, lighting upgrades, water conservation retrofits, heat and cooling equipment replacement, and many other energy saving measures.

For example, at the Federal Correctional Complex (FCC) in Victorville, CA, an ESPC was utilized to install a 750 kW wind turbine and a 74.5kW photovoltaic array with new integrated HVAC controls for a total savings of 13.2 billion BTU's over the last few years. This forward thinking approach has been presented in the Boston Business Journal in 2005. In 2007, the FCC Victorville initiated an aluminum can recycling program that diverted more than 3,500 pounds of aluminum cans from the local landfill. During FY 2008, the institution expanded services to include virtually all ferrous and nonferrous metals, textiles, plastic oils, antifreeze, batteries, tires, cardboard, paper, construction debris pallets, e-waste, glass, toner cartridges, light bulbs and sawdust.

USP Hazelton, WV has a green purchasing for prison sanitation project which involves the institution purchasing 100 percent, green seal-certified, bio-based, or environmentally friendly sanitation supplies. The USP continually seeks out the best solutions to its sanitation needs – i.e. those that are safe, cost effective, and minimize negative impact on the environment.

Over the last three years, the BOP's ESPC Program has won the following national awards:

- 2006 DOE Small Team Award for the FCC Victorville Project
- 2007 Presidential Award for Leadership in Federal Energy Management
- 2007 GSA Award for the "Greening of Prisons"
- 2009 DOJ Energy and Environmental Awards to USP Hazelton and FCC Victorville

In addition to ESPCs, the BOP is also pursuing numerous energy conservation and greening projects via traditional methods. As an example, the BOP is working with Lycoming County, Pennsylvania, in an effort to utilize methane gas from a landfill to provide electricity and hot water to the Federal Correctional Complex in Allenwood, PA.

The FCC in Butner, NC is one of the first prisons in the country to be LEED "Certified". The Leadership in Energy and Environmental Design (LEED) Green Building Rating System is the nationally accepted benchmark for design, construction and operation of high performance sustainable buildings. As part of this certification, these assets received points for a sustainable site, water efficiency, energy/atmosphere, materials/resources, indoor air quality and innovative designs. If funding levels allow, the Bureau intends on utilizing the LEED system on future new construction projects and renovations.

In an effort to conserve energy system-wide, the BOP Director also implemented an Energy Conservation Initiative in 2006. This initiative employs integrated design principles, optimization of energy performance and operational changes. As part of this initiative, the BOP reduced the consumption of electricity, natural gas, fuel oil, gasoline and water. This resulted in a 2 percent reduction in energy consumption over the fiscal year. Also, the BOP implemented

additional water conservation initiatives in 2009 to reduce water consumption throughout the system.

The BOP also has a very ambitious recycling program. As an example, the Safety Department at the Federal Correctional Complex in Lompoc, California, operates a multi-faceted recycling and environmental awareness operation. The Department employs several inmate workers to sort recyclable materials throughout the complex. In FY 2007, the Safety Department's recycling efforts kept 320,000 tons of recyclables, such as wood, cardboard, ferrous metals, non-ferrous metals, tires, batteries, anti-freeze, engine oil, cooking oil, wood pallets, plastics, light bulbs, computers and paper from entering the waste stream. The recycling program generated \$28,885 in 2007 and saved more than \$24,000 in land fill disposal fees.

The BOP has five institutions that have various size bio-diesel operations. At these facilities, waste kitchen grease is converted into bio-diesel, and is used in vehicles and lawn equipment. The United States Penitentiary in Big Sandy, Kentucky produces over 500 gallons of bio-diesel per month. The BOP anticipates this program might be expanded to all institutions over the next few years.



## II. Summary of Program Changes

The requested increases and offsets for the BOP S&E appropriation are summarized in the table below:

Item Name	Description	Pos	FTE	(\$000)	Page
Population Adjustment (3,217 x \$10,061)	Marginal costs associated with inmate population growth.	0	0	32,366	68
Increase Current Staffing Levels by 1,200 new staff	Increase staffing level in FY 2011.	0	1,200	59,055	70
FCI Berlin, NH	To begin the activation process at FCI Berlin, NH.	378	189	28,500	72
USP Thomson, IL	To begin the activation process at this acquired facility.	896	595	66,879	72
Second Chance Act Requirement: RRCs	Residential Reentry Center (RRC) contracts.	0	0	23,125	75
Second Chance Act Requirement: Correctional Programs	Brave, Challenge, Axis and Education programs.	42	21	2,802	75
Food Cost Adjustment (\$207,300 x 7.66%)	Increase to cover excessive food cost increases	0	0	15,882	77
Existing Contract Beds Cost Adjustment	852,000 x 3.5% increase	0	0	29,820	79
Offset: Travel	Offset of travel expenditures	0	0	-1,512	81
Offset: NIC	Offset National Institute of Corrections funding.	0	0	-5,000	83
<b>TOTAL</b>		<b>1,316</b>	<b>2,005</b>	<b>\$251,917</b>	

### III. Appropriations Language and Analysis of Appropriations Language

#### Federal Prison System

#### Salaries and Expenses

The FY 2011 budget estimates include proposed changes in the appropriation language listed and explained below. New language is italicized and underlined, and language proposed for deletion is bracketed.

For necessary expenses of the Federal Prison System for the administration, operation, and maintenance of federal penal and correctional institutions, including purchase (not to exceed [831]~~591~~, of which [743]~~559~~ are for replacement only) and hire of law enforcement and passenger motor vehicles, and for the provision of technical assistance and advice on corrections related issues to foreign governments, [\$6,086,231,000]~~\$6,533,779,000~~:

*Provided*, That the Attorney General may transfer to the Health Resources and Services Administration such amounts as may be necessary for direct expenditures by that Administration for medical relief for inmates of federal penal and correctional institutions:

*Provided further*, That the Director of the Federal Prison System, where necessary, may enter into contracts with a fiscal agent or fiscal intermediary claims processor to determine the amounts payable to persons who, on behalf of the Federal Prison System, furnish health services to individuals committed to the custody of the Federal Prison System: *Provided further*, That not to exceed \$6,000 shall be available for official reception and representation expenses: *Provided further*, That not to exceed \$50,000,000 shall remain available for necessary operations until September 30, [2011]~~2012~~: *Provided further*, That, of the amounts provided for contract confinement, not to exceed \$20,000,000 shall remain available until expended to make payments in advance for grants, contracts and reimbursable agreements, and other expenses authorized by section 501(c) of the Refugee Education Assistance Act of 1980 (8 U.S.C 1522 note), for the care and security in the United States of Cuban and Haitian entrants: *Provided further*, That the Director of the Federal Prison System may accept donated property and services relating to the operation of the prison card program from a not-for-profit entity which has operated such program in the past notwithstanding the fact that such not-for-profit entity furnishes services under contracts to the Federal Prison System relating to the operation of pre-release services, halfway houses, or other custodial facilities. (Department of Justice Appropriations Act, 2010.)

(18 U.S.C. 3050, 3059, 3651, 4001, 4002, 4003, 4007, 4008, 4009, 4010, 4011, 4013(a)(4), 4041, 4042, 4081, 4082, 4121-4129, 4253, 4281, 4351-4353, 5015

#### Analysis of Appropriation Language

1. No substantive language changes.

## IV. Decision Unit Justification

### A. Inmate Care and Programs

<b>Inmate Care and Programs TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$000s)</b>
2009 Enacted w/ Rescissions	14,303	12,428	2,070,002
2009 Supplemental	0	0	0
2009 Enacted w/Rescissions and Supplementals	14,303	12,428	2,070,002
2010 President's Budget	14,705	12,631	2,215,992
Adjustments to Base and Technical Adjustments	0	66	88,671
2011 Current Services	14,705	12,697	2,304,663
2011 Program Increases	432	457	78,157
2011 Request	15,137	13,154	2,382,820
<b>Total Change 2010-2011</b>	<b>432</b>	<b>523</b>	<b>\$166,828</b>

#### 1. Program Description: Inmate Care and Programs

The BOP is committed to effectively using its resources, to provide maximum benefit to society. Thus, the BOP relies upon empirical research to determine which programs are effective in accomplishing their objectives. The BOP's inmate programs and services are geared toward helping inmates prepare for their eventual release. The money spent on these programs is money well spent as programming helps reduce recidivism rates.

This activity covers the cost of inmate food, medical care, institutional and release clothing, welfare services, transportation, gratuities, staff salaries (including salaries of Health Resources and Services Administration commissioned officers), and operational costs of functions directly related to providing inmate care. This decision unit also represents costs associated with Inmate Programs (Education and Vocational Training, Drug Treatment, Life Connections, Religious and Psychological Services).

The purpose of Inmate Programs is to improve inmate self-control, provide educational opportunities and pre-release programs to facilitate reentry and transition, and establish healthy relationships between staff and inmates by dividing the large institution population into smaller, more manageable groups. A team of multi-disciplinary staff (i.e., Unit Manager, Case Manager, Correctional Counselor and a Unit Officer) who have administrative and supervisory authority are permanently assigned and located in housing units to work with the inmates. This places services closer to the users, and permits decision-making by those who are most knowledgeable about inmates and their programs. Regular and consistent interaction between inmates and staff provides better communication and understanding of inmate needs.

#### Medical

##### Inmate Health Care

All BOP institutions operate outpatient ambulatory care clinics. These clinics provide a range of outpatient services to inmates similar to those provided by ambulatory clinics found in most communities, i.e., primary health care. The clinics serve as the first level of diagnostic and treatment services to sentenced and unsentenced inmates. New institutions are typically given two years after activation to obtain accreditation from The Joint Commission (JC). Care Level I

institutions are not required to achieve or maintain this accreditation because they house predominantly a healthy inmate population. All Health Services programs and operations are subject to internal review (Program Review) and must maintain accreditation by the American Correctional Association. Each institution is also required to provide data to the Health Services Division (HSD) in the form of outcome measures for a variety of clinical conditions (HIV, hypertension, diabetes, etc.). These evaluative and accreditation activities provide the HSD with valuable data regarding the quality and appropriateness of health care in the BOP. BOP medical personnel are civil service professional clinical and support staff, and U.S. Public Health Service (USPHS) Commissioned Officers in a wide variety of clinical and specialty professions. The USPHS provides these clinicians and administrators via an Interagency Agreement.

All inmates undergo a comprehensive intake screening when admitted to BOP facilities. The screening includes:

- physical examination;
- screening for tuberculosis and other contagious diseases;
- suicide risk and mental health assessment;
- history of current and prior medical conditions;
- dental screening;
- dispensing of appropriate and necessary medications;
- ordering of appropriate tests;
- collection of DNA for the FBI database;
- and development of a medical treatment plan, if indicated.

Episodic medical care is available through “triage” on weekdays, as well as on an urgent basis at any time. Medical staff are either on-site or on-call to respond to inmate medical needs. When appropriate, inmates with emergencies are transported immediately to the nearest community hospital emergency department.

Chronic medical conditions are managed with the goal of maintaining inmates at a high level of functioning, consistent with acceptable medical practices. Adequate control over these conditions prevents or limits acute exacerbations of illness requiring specialist intervention or hospitalization. Preventive health services are provided in an effort at early identification of conditions which may be more effectively managed with early detection and treatment. Services specific to female health care, including necessary obstetric and gynecological care are provided.

To update BOP providers on the continually evolving medical practices and management of high volume or high risk diseases such as diabetes, HIV, Hepatitis, hypertension, etc., the BOP Medical Director issues Clinical Practice Guidelines. These guidelines are based on current, published recommendations from recognized authoritative organizations such as the Centers for Disease Control, the National Institutes of Health, and the American Diabetes Association.

Management of certain conditions requires periodic consultation with community specialists, such as psychiatrists, surgeons, cardiologists and infectious disease specialists. To obtain the most competitive and cost effective rates possible, each institution solicits comprehensive medical contracts, which include facility and physician services, based on the 1) prevailing Operating Federal Medicare rate for the applicable area for inpatient facility services, and 2) prevailing Medicare fee schedule amounts for the area for outpatient services and physician services. Vendors are allowed to propose a discount from, or a premium to, those Medicare benchmarks that are then negotiated by the BOP. Where comprehensive medical contracts are

not available, institutions use Blanket Purchase Agreements for a negotiated rate, but the rate may not be benchmarked to prevailing Medicare rates.

The BOP currently has six Medical Referral Centers (MRCs) to supplement its health care delivery system. Each MRC provides specialized care to inmates with a variety of chronic and sub-acute medical and psychiatric conditions. The U.S. Medical Center for federal prisoners at Springfield, MO; the Federal Medical Center (FMC) Butner, NC; FMC Rochester, MN; FMC Lexington, KY; and FMC Devens, MA, treat male inmates, while FMC Carswell, TX, handles the MRC needs for female inmates. Each MRC is required to maintain the appropriate level of accreditation through The Joint Commission. The MRCs provide services such as

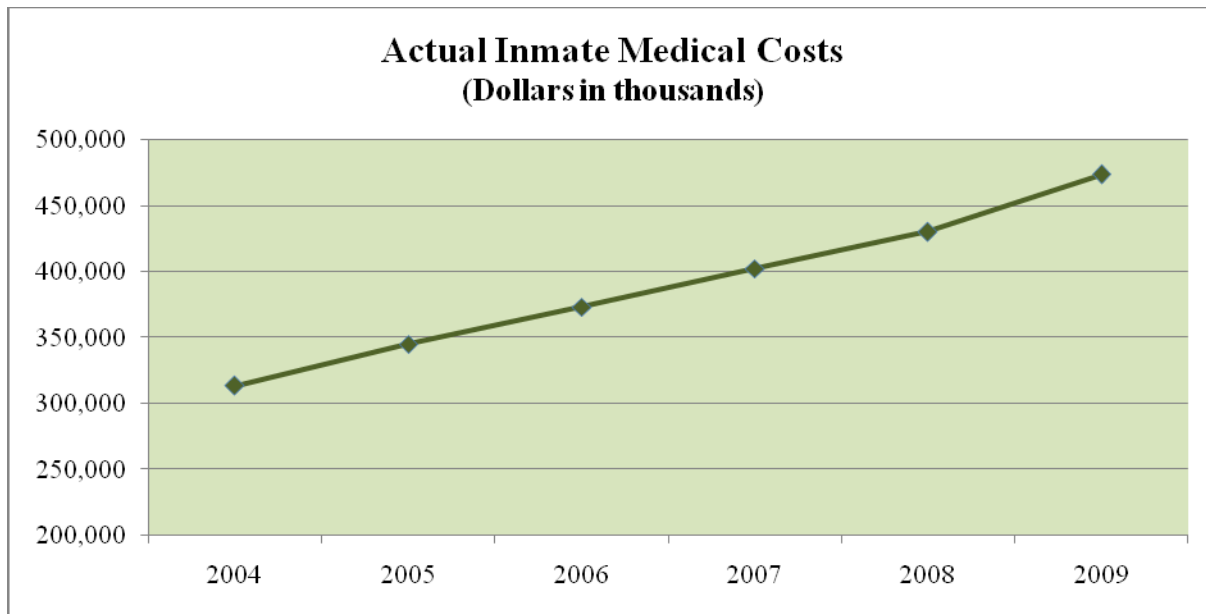
- dialysis services to those inmates in chronic renal failure;
- oncology (cancer) treatment services to include chemotherapy and radiation therapy;
- inpatient and forensic mental health services;
- surgical services;
- prosthetics and orthotics;
- management of long-term ventilator dependent patients;
- care for long-term chronically ill and medically “fragile” inmates;
- and hospice care.

Care provided at the MRCs is highly complex and requires the use of numerous medical specialists and advanced equipment. This capital equipment has life-cycle limitations which require replacement in a planned and timely manner. For example, a dialysis machine has a life-cycle limitation of about five years, while a standard x-ray machine has a life cycle of 12-15 years. Maintenance costs and repairs on this essential equipment are also very expensive.

Increasing numbers of federal inmates require medical care, primarily as a result of the rapidly expanding inmate population. Inmates suffer from the same constellation of medical conditions as the population at large, with significantly higher rates of disease associated with lifestyle and a lack of access to medical resources. Conditions such as diabetes, hypertension, and infectious diseases have a slightly higher rate of incidence in the incarcerated population. Conditions related to substance abuse are also prevalent (e.g., kidney failure, liver failure, and a variety of respiratory conditions secondary to smoking.) Although the prevalence of HIV infection has remained stable at approximately 1 percent of the inmate population, these individuals are living longer both in and outside of prison due to the availability of expensive, complex medication regimens. For the past several years, the incidence of chronic Hepatitis C has remained stable at approximately 7 percent of the population.

Inmates released from secure facilities or Camps to Residential Re-entry Centers (RRC’s) are provided with 30-90 days of medications based on their medical condition. In addition, the BOP incurs the costs for on-going medical care for these inmates until they are released from the RRC. BOP is reviewing the potential for establishing Preferred Provider Networks in areas where RRC’s are located in an attempt to obtain cost-efficiencies where they exist.

Pharmaceutical costs in the United States rise yearly. The BOP operates with a limited pharmaceutical formulary, and purchases medications at a prime vendor contract rate. In spite of these measures, the cost of providing adequate care to inmates with chronic medical conditions continues to rise annually. The following graph illustrates the increasing obligations for actual non-salary medical costs, with over \$474 million incurred in FY 2009.



The Health Services Division, in the BOP's Central Office, is focused on several major initiatives to provide quality health care in institutions while trying to reduce health care costs:

1. **Tele-health.** Tele-health, utilizes the BOP's video conferencing capabilities through the Wide Area Network (WAN) to exchange health information and provide health care services. All institutions were provided funding in FY 2000 for tele-health capabilities through WAN. New activating facilities are equipped with equipment necessary to conduct tele-health. This equipment has a limited life cycle as well, and institutions are responsible for maintenance and repair, or replacement as units expire. These costs come out of the base funding. Tele-health provides access to clinical and consultative services predominately in psychiatry. Although tele-health represents a significant opportunity to improve the quality of care and services, limitations on bandwidth, equipment and availability of providers with appropriate licensure often limit individual initiatives.
  
2. **Tele-radiology.** Since 2004, the BOP has been actively involved in using tele-radiology interpretation services through agreements with federally affiliated radiologists. In September 2009, there were 60 institutions participating in this initiative. In 2010, the goal is to provide functionality to at least 25 additional sites. Many older institutions require expensive infrastructure upgrades to accommodate this equipment, and a priority listing has been established. Old equipment is also becoming unserviceable and will be replaced with digital equipment in support of this initiative. This allows the BOP to obtain cost-effective pricing for interpretation services, reduce turnaround times previously experienced when films were mailed to providers for interpretation, and allows providers to initiate treatment as required in a more timely manner. Maintenance costs for this equipment are very high (as much as \$100,000 per year) and efforts to negotiate lower rates with vendors have been unsuccessful. Radiation safety standards require frequent monitoring and maintenance of this equipment, and repairs can represent as much as one third of the total value of the equipment if not properly maintained. Each institution must maintain at least one active and functioning x-ray machine.

3. ***Electronic Medical Records System.*** The BOP is involved in the ongoing development and deployment of an electronic medical record (EMR) system in compliance with Presidential Directives and the Federal Health Architecture Initiatives. Initial deployment of the EMR commenced in FY 2006 at the Federal Correctional Institution at Englewood, Colorado, and full BOP-wide deployment of the initial product was completed in FY 2008. The EMR includes the components of the traditional health record, plus fully integrated Pharmacy capability (i.e. Computerized Provider Order Entry through prescription administration records), and will include a fully integrated Laboratory Information System. A five-year plan for development will provide the BOP with a comprehensive record of outpatient care, inpatient services, specialty care, and complete pharmaceutical usage records. The BOP will eventually use the data set to evaluate the efficacy of our Clinical Practice Guidelines, the compliance with the National Formulary, and provide enhanced ability to identify trends in morbidity and mortality to be used for out year budgeting requests. With the issuance of national standards for interoperability from the Office of the National Coordinator for Health Information Technology (HHS), the BOP will be required to fund additional programming to comply with those standards.
4. ***Levels of Care.*** The purpose of the inmate Medical Classification System is to identify inmate health care needs (medical, mental health, and forensic) and assign inmates to facilities with appropriate health care capabilities, particularly, community health care resources. Similar to the Security Designation and Custody Classification System, a score is created for each inmate based on their need for health care at the time of their initial designation. A SENTRY assignment is made and the inmate designated to an institution with the appropriate health care resources. Health Services staff will update these assignments whenever an inmate's medical or mental health condition changes. HSD is currently able to more effectively manage the designations of inmates with specific medical conditions. At this time, BOP staff are working with staff from other federal agencies to develop an electronic data exchange of medical information collected during the pre-sentence period to more effectively identify inmates with significant medical needs and plan for placement.
5. ***Bill Adjudication.*** In August 2008, a contract was awarded for the provision of medical claims adjudication services for certain BOP locations. This function was previously performed by staff with little training or expertise in this complex process. Due to continuous changes in the medical regulatory environment, BOP lacked the human and fiscal resources to provide adequately trained staff to perform accurate adjudication of the medical claims. The contract was awarded for a two-year base period with three option year periods to be exercised at the Government's discretion. The medical claim adjudication services implementation will be phased-in through BOP with all facilities utilizing the services by the fourth option year period. Based on research conducted in FY 2005, such a service is anticipated to increase the accuracy of payments for medical services provided via contractual agreements. The BOP is currently working with the medical services contractor and the medical claims adjudication contractor to operationalize these services in three regions in 2011.
6. ***Utilization Review (UR).*** It is the policy of the BOP that every institution have an established Utilization Review Committee (URC) chaired by the institution Clinical Director. The URC's responsibilities include reviewing all medically necessary non-emergent cases and authorizing treatment; reviewing outside medical, surgical, and dental

procedures; reviewing requests for specialist evaluations; monitoring lengths of stay and interventions associated with inpatient admissions at community-based health care facilities; and making decisions (approve, refer, defer, or deny) for each case presented. The Clinical Director is the final authority for all URC decisions. To facilitate and provide greater consistency with the UR process, the Health Services Division purchased a software-based clinical decision criteria system in FY 2006. By FY 2010, six regional reviewers will provide primary review of consults using this software. The goal is to provide standardized review and approval or denial of requested services. Two Utilization Review Nurse Consultants support the MRCs in their specialized mission and to assist with optimal utilization of resources.

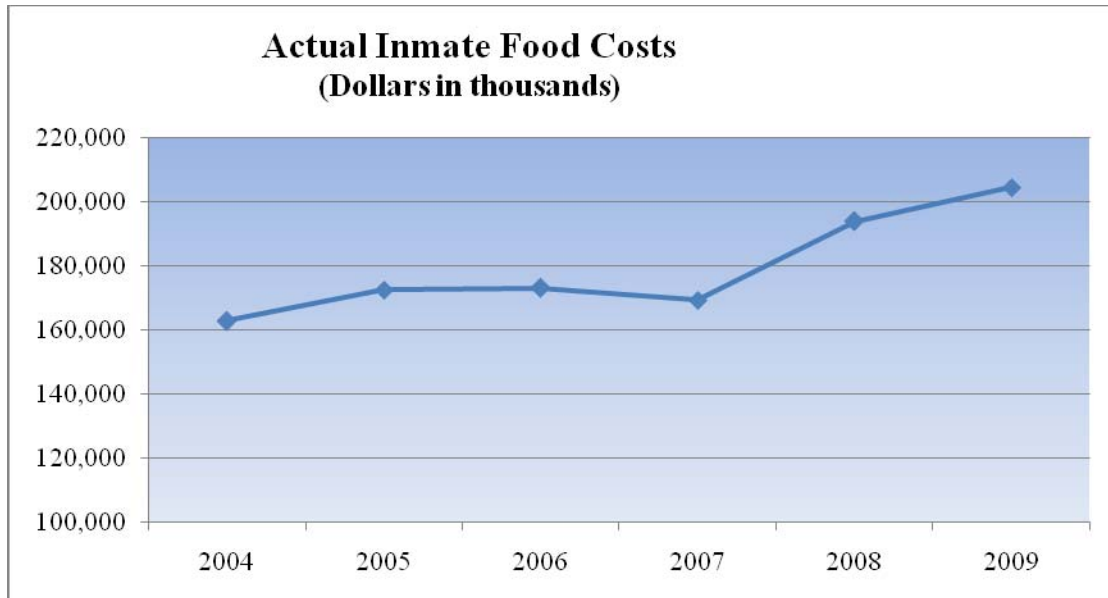
7. ***Catastrophic Case Management.*** The BOP developed a process to monitor and track catastrophic cases and the associated costs. A single catastrophic case can easily account for 20 to 30 percent of a typical institution's annual outside medical budget. This strategy will allow the BOP to better understand the impact of catastrophic health care events on the health care budget and decision making. The Mid-Atlantic Region is currently testing this clinical-fiscal case management system.
  
8. ***Airborne/Contagious Disease Management.*** It is the policy of the BOP that each institution have at least one airborne infection isolation room (AII room), formally called a negative pressure isolation room (NPIR), which complies with the Centers of Disease Control and Prevention (CDC) and Occupational Safety and Health Administration (OSHA) guidelines for respiratory isolation. AII rooms provide the BOP with the ability to effectively contain contagious diseases such as tuberculosis (TB), varicella (chicken pox), measles, and potential pandemic illness (e.g., Avian flu), in the correctional setting. Since 1999, all new facilities are designed and built to meet these guidelines. The Health Services Division continues to survey institutions on an annual basis to determine the status of AII room capabilities in the BOP and track costs associated with community-based isolations which are necessary due to the inability of institutions without AII room capabilities to manage these cases inside the institution. In addition, HSD has developed standardized templates for managing pandemic events, which are to be modified for local implementation. HSD also participates with the Office of Emergency Preparedness to develop mock exercises to test readiness and response levels to such events. During 2009, the pandemic flu plan was activated locally at a number of BOP sites, to include regular FCI's, USP's, and detention centers.
  
9. ***Medical Contracting Initiatives.*** A work group was established to comprehensively evaluate the future of health care contracting for the agency. The objectives established were to evaluate comprehensive contracting strategies for health care based on emerging trends and evaluate at least five of the Health Services Division's contracting initiatives for a limited geographic area of institutions, in light of comprehensive contracting strategies/emerging trends. The initiatives proposed by the Health Services Division to be incorporated in this work group effort are dialysis, mobile surgery, tele-health, mobile imaging, community corrections/halfway house delivery of health care, and a preferred provider network. Individual workgroups are currently assessing the feasibility of these initiatives. If it is concluded the initiatives represent value to the agency, procurement action will be initiated.



### Food Service

The BOP provides daily meals that meet the Dietary Reference Intake (DRI) recommended by the Food and Nutrition Board, Institute of Medicine of the National Academies of Sciences, for vitamins and minerals. Meal preparation is accomplished primarily by inmate workers (about 12 percent of the population) under the supervision of staff. Food preparation, recipe and menu management, and cost-based budgetary accounting are maintained by the use of a standardized national menu and a computerized Food Service management software system. The United States Penitentiary (USP) at Lompoc, CA, and the Federal Correctional Institution (FCI) at El Reno, OK, utilize available land resources in limited production of beef and milk. Farm products are consumed at the producing institutions and are also shipped to nearby institutions to offset their need to purchase some products on the open market.

During FY 2011, the BOP estimates serving over 199 million meals, which is nearly 546,000 meals per day and over 3.8 million meals per week. Despite cost containment measures, the annual costs have risen due to the growing inmate population and inflationary factors. The following graph illustrates the increasing obligations for actual non-salary food costs, with almost \$205 million incurred in FY 2009.



### Education and Vocational Training

Inmate education programs include literacy, English-as-a-Second Language (ESL), occupational education, advanced occupational education (AOE), parenting, release preparation courses, and a wide range of adult continuing, wellness, and structured and unstructured leisure time activities. Education programming provides inmates with an opportunity to learn the functional skills that support their reintegration into the community. At the end of the FY 2009, 35 percent of the designated inmate population was enrolled in one of more education/recreation program. BOP's Office of Research has found that participation in education programs leads to a 16 percent reduction in recidivism by inmates who participate in these programs.

With few exceptions (i.e., pretrial inmates and sentenced deportable aliens), the BOP requires inmates without a high school diploma or General Educational Development (GED) credential to enroll in a literacy program. This requirement affects approximately 40 percent of the total

inmate population. Curriculums are designed to teach the knowledge and skills needed for inmates to progress from basic literacy through attainment of the GED credential. The implementation of the Violent Crime Control and Law Enforcement Act (VCCLEA) and the Prison Litigation Reform Act (PLRA), mandates that inmates with needs must participate and make satisfactory progress in the literacy program to vest their good conduct time (VCCLEA), or be eligible to earn the full amount of good conduct time (PLRA). Since the implementation of these acts in November 1997, the demand for literacy program instruction has increased. The Crime Control Act of 1990 requires that non-English speaking federal prisoners participate in ESL until they function at the equivalence of the eighth grade level.

Occupational and Advanced Occupational Education (AOE) programs serve to enhance inmates' post-GED skills during incarceration and increase the employment opportunities of offenders upon release, particularly those who either lack solid employment history or a marketable skill.

Parenting programs promote positive relationships and family values. With few exceptions, all programs offer visiting room and parenting education components. Release preparation courses familiarize inmates with current employer recruitment procedures and the expectations of potential employers. Offerings include pre-employment training for successful job interviews, resume preparation, filling out job applications, and preparing employment folders that hold documents required for employment.

Adult Continuing Education courses are designed for inmates who have a desire to "brush up" in a special area or enroll in a special program (speed reading, English, mathematics, history, foreign languages, etc.). Wellness and leisure programs reduce inmate idleness, promote healthy life styles, and encourage the development of positive leisure time skills.

The BOP's Post Release Employment Study convincingly demonstrates that occupational training programs decrease recidivism. Studies show that inmates who participate in these programs are 33 percent less likely to recidivate. Federal inmates can choose a vocation, through instruction, work experiences, and career orientation; acquire or improve productive work skills and habits; and gain practical knowledge essential to working and functioning in a complex industrial-technical world of work.

### Psychology Services

Psychology Services staff are an integral part of correctional treatment as they administer programs of group and individual psychotherapy, crisis intervention, pro-social skill building, and staff consultation and training. BOP policy requires that every inmate admitted to a BOP facility be given an initial psychological screening, which consists of psychological interviews, social history reviews, and behavioral observation. The purposes of the screening are to identify special treatment or referral needs; provide information useful in future crisis-counseling situations; identify strengths as well as potential adjustment problems to imprisonment; and discuss possible program needs with the inmates and provide information about these programs. In addition, BOP psychologists have traditionally provided the courts, parole officials and prison administrators with comprehensive psychological evaluations of offenders.

Inmates with mental health needs are offered a range of services, including crisis counseling, individual and group psychotherapy, clinical case management, psychiatric treatment, and specialized residential treatment programs. Acutely mentally ill inmates may receive these services within the BOP's Psychiatric Referral Centers. However, most mental health treatment is provided in regular institutions. In addition to the treatment of mental illnesses, Psychology

Services provides specialized drug abuse treatment and sex offender treatment programs. Bureau psychologists also offer treatment services designed to develop inmates' life skills, such as anger management, problem solving, social skills training, and stress management.

### Drug Abuse Treatment

In response to the rapid growth of federal inmates with a diagnoses of a drug use disorder (40 percent of inmates entering the Bureau), the Bureau continues to develop evidence based treatment practices to manage and treat drug-using offenders. The Bureau's strategy includes early identification through a psychology screening, drug education, non-residential drug abuse treatment, intensive residential drug abuse treatment and community transition treatment.

The Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994 requires the BOP, subject to the availability of appropriations, to provide appropriate substance abuse treatment for 100 percent of inmates who have a diagnosis for substance abuse or dependence and who volunteer for treatment. In FY 2007 and FY 2008, the BOP did not meet this requirement due to inadequate funding for program expansion, however, in FY 2009, the Bureau was able to provide appropriate substance abuse treatment for 100 percent of eligible inmates. The 100 percent requirement was achieved by:

- The crack-cocaine sentence adjustment resulted in the early release of an estimated 3,000-plus inmates many of whom were awaiting RDAP admission.

**Drug Program Screening and Assessment.** Upon entry into a BOP facility, an inmate's records are assessed to determine if there is a history of drug use, a judicial recommendation for drug abuse treatment, a violation due to drug use, or the instant offense is related to drug use. If so, the inmate is required to participate in the Drug Abuse Education course.

**Drug Abuse Education.** Participants in the Drug Abuse Education course receive factual information on the relationship between drug use and crime--the impact the substance abuse has on the inmate psychologically, biologically and socially, while also motivating inmates to volunteer for the appropriate drug abuse treatment programs.

**Nonresidential Drug Abuse Treatment.** Unlike residential programs, inmates are not housed together in a separate unit; they are housed in and with the general inmate population. Nonresidential treatment was designed to provide maximum flexibility to meet the needs of the offenders, particularly those individuals who have relatively minor or low-level substance abuse problems. These offenders do not require the intensive level of treatment needed by individuals with moderate-to-severe (substance abuse or dependence) diagnoses and behavioral problems.

A second purpose of the program is to provide those offenders who have a moderate to severe drug abuse problem with supportive program opportunities during the time they are waiting to enter the RDAP, or for those who have little time remaining on their sentence and are preparing to return to the community.

**Residential Drug Abuse Treatment.** More than half of Bureau's facilities operate the Residential Drug Abuse Program (RDAP). RDAP programs are located in a separate unit, away from the general population. Treatment is no less than 9 months in duration. The RDAP is based on Cognitive Behavioral Therapy (CBT), wrapped into a modified therapeutic community model of treatment. CBT and therapeutic communities are proven-effective treatment models with inmate populations.

Inmates who participate in RDAP must continue with drug abuse treatment when transferred to a Residential Reentry Center in the community while still in Bureau custody. The Bureau contracts with community-based treatment providers, often the same treatment providers who will continue the offender’s course of treatment when released to community supervision. This ensures a continuity of treatment and supervision.

If an inmate still has time to serve in the institution after completing the RDAP, he or she must participate in “follow-up” treatment in the institution. Follow-up treatment ensures the inmate remains engaged in the recovery process and is held to the same level of behavior as when he or she was living in the treatment unit.

In coordination with the National Institute on Drug Abuse, the BOP conducted a rigorous 3 year outcome study of the residential drug abuse treatment program beginning in 1991. The results indicated that male participants are 16 percent less likely to recidivate and 15 percent less likely to relapse than similarly situated inmates who did not participate in RDAP. Female inmates are found to be 18 percent less likely to recidivate than inmates who did not participate in treatment. In addition, female inmates had higher rates of success than male inmates in maintaining work, acquiring educational degrees, and caring for children.

**Non-Residential Follow-up Treatment.** Follow-up treatment is required of all inmates who complete the RDAP and return to the general population. This program reviews all the key concepts of the RDAP and lasts for a minimum of one year.

The following is a list of the 61 Residential Drug Abuse Treatment Programs in the Bureau:

**Residential Drug Abuse Treatment Program Locations**

**NORTHEAST REGION**

FCI Danbury, CT	FCI Elkton, OH	FCI Ft. Dix, NJ
FCI Fairton, NJ	FPC Lewisburg, PA	FPC McKean, PA

**MID-ATLANTIC REGION**

FPC Alderson, WV	FCI Butner, NC	FMC Lexington, KY
FPC Beckley, WV	FPC Cumberland, MD	FCI Morganton, WV
FCI Beckley, WV	FCI Cumberland, MD	FCI Petersburg – Med, VA
		FPC Petersburg – Low, VA

**NORTH CENTRAL REGION**

FPC Duluth, MN	FPC Leavenworth, KS	USMCFP Springfield, MO
FCI Englewood, CO	FCI Leavenworth, KS	FCI Sandstone, MN
FPC Florence, CO	FCI Milan, MI	FCI Waseca, MN
FCI Florence, CO	FCI Oxford, WI	FPC Yankton, SD
FPC Greenville, IL	FPC Pekin, IL	

**SOUTH CENTRAL REGION**

FCI Bastrop, TX	FCI El Reno, OK	FCI LaTuna, TX
FPC Beaumont, TX	FCI Fort Worth, TX	FCI Seagoville, TX
FCI Beaumont, TX	FPC Forrest City, AR	FPC Texarkana, TX
FPC Bryan, TX	FCI Forrest City, AR	
FMC Carswell, TX		

**SOUTHEAST REGION**

FCI Coleman, FL	FPC, Miami, FL	FCI Tallahassee, FL
FPC Edgefield, SC	FPC Montgomery, AL	FCI Yazoo City, MS
FCI Jesup, GA	FPC Pensacola, FL	
FCI Marianna, FL	FPC Talladega, AL	

**WESTERN REGION**

FCI Dublin, CA	FPC Lompoc, CA	FPC Sheridan, OR
FPC Dublin, CA	FCI Phoenix, AZ	FCI Sheridan, OR
FCI Herlong, CA	FPC Phoenix, AZ	FCI Terminal Island, CA

In addition to these, one contractor operated facility (Rivers, NC) also offers RDAP.

**Additional Residential Psychology Treatment Programs.**

**The BRAVE Programs.** The Bureau Rehabilitation and Values Enhancement (BRAVE) Program, a program for young offenders serving lengthy sentences, addresses institutional adjustment, antisocial attitudes and behaviors, and motivation to change. Currently the BRAVE program is located at FCI Beckley.

**The Challenge Program.** The Challenge Program is a cognitive-behavioral, residential treatment program for high security inmates with a history of substance abuse and/or mental illness. Inmates may participate in the program at any point during their sentence, however, they must have at least 18 months remaining on their sentence. The duration of the program varies, based on inmate need, with a minimum duration of nine months. Challenge Programs are located at 15 Bureau penitentiaries.

The 15 Challenge Programs in the Bureau are as follows:

USP Allenwood, PA	USP Coleman I, FL	USP McCreary, KY
USP Atwater, CA	USP Coleman II, FL	USP Pollock, LA
USP Beaumont, TX	USP Florence, CO	USP Terre Haute, IN
USP Big Sandy, KY	USP Hazelton, WV	USP Tucson, AZ
USP Caanan, PA	USP Lee, VA	USP Victorville, CA

All residential psychology treatment programs utilize empirically supported interventions, including cognitive-behavioral techniques delivered in a modified therapeutic community environment. These programs have been demonstrated to significantly reduce misconduct among program participants.

**The Sex Offender Management Programs.** The BOP’s psychology staff also provide Sex Offender Management Programs (SOMPs) for sex offenders during confinement. The following institutions have a SOMP mission: FCI Marianna, FL (Medium); FMC Devens, MA; FCI Petersburg, VA (Medium); USP Tucson, AZ (High); FCI Seagoville, TX (Low); USP Marion, IL (Medium). SOMP is a multi-component program that includes the Sex Offender Treatment

Program (SOTP), assessment, specialized correctional management, and population management.

The Bureau's sex offender treatment programs are stratified into two program levels: the high-intensity Residential (SOTP-R) and the moderate intensity Non-residential Sex Offender Treatment Programs (SOTP-NR).

- The **Residential Sex Offender Treatment Program (SOTP-R)** is a high intensity program designed for high risk sexual offenders (ordinarily, inmates with multiple sex offenses, or a history of contact sexual offenses). The SOTP-R is offered at the Federal Medical Center (FMC) in Devens, Massachusetts.
- The **Non-residential Sex Offender Treatment Program (SOTP-NR)** is a moderate intensity program designed for low to moderate risk sexual offenders. Most of the inmates in the SOTP-NR are first-time offenders serving a sentence for an internet sex crime. All SOMP institutions offer the SOTP-NR.
- **Community Treatment Services:** Inmates completing the SOTP-NR and the SOTP-R are expected to participate in community treatment services (if they receive community placement).

**Evaluations:** SOMP staff conduct intake screenings on all arriving sex offenders. They also conduct Discharge Reports on high risk inmates releasing to the community.

**Specialized Correctional Management:** SOMP institutions may impose Correctional Management Plans (CMP) on sex offenders who engage in risk relevant behavior. Risk relevant behavior refers to conduct related to a sexual offender's history that indicates of risk of future sexual offending upon release (e.g., collecting sexual pictures of children; attempting to contact potential child victims).

**Population Management:** To encourage voluntary participation in treatment and minimize protective custody lockups, a significant proportion of the inmates in the general population at SOMP institutions have a sexual offense history. SOMP institutions may accommodate referrals of inmates who are unable to remain in general population due to their sexual offense.

**Commitment and Treatment Program (CTP):** The Adam Walsh Child Protection and Safety Act requires the Bureau to review releasing sex offenders for possible certification as sexually dangerous persons. The Bureau has designated FCI Butner as the facility where certified, post-sentence persons and civilly committed sex offenders will be transferred for treatment.

### Religious Programs

As of December 2009, the BOP employed 265 Chaplains to accommodate religious beliefs and practices, provide pastoral care, and facilitate the spiritual growth of inmates entrusted to its care. Chaplaincy staff provide programs across the spectrum of faiths represented in the inmate population. Chaplains also train and familiarize staff regarding diverse religious beliefs and practices of inmates, while providing guidance for institution compliance with the First Amendment and legal standard established by the Religious Freedom Restoration Act, and the Religious Land Use and Institutionalized Persons Act. A religious diet program is available in the BOP. The religious diet program offers religiously certified foods for those whose religious dietary needs necessitate a certification, or a no-flesh component, which allows inmates to self-select from foods to meet their religious dietary needs.

The BOP had 245 religious contracts in FY 2009 for the delivery of services to smaller faith groups and for other related religious services (i.e., music ministry and seminar workshops). Chaplains also recruit, train, supervise, and sustain around 7,000 volunteers from the community who regularly visit the institutions to participate in religious programming. Prior to any service rendered, religious volunteers and contractors have credentials verified and are screened through a national volunteer/contractor database to enhance institutional security. All religious volunteers and contractors are monitored consistent with their security clearance. In FY 2009, approximately 70,000 inmates representing 31 religious groups participated in religious services on a weekly basis. In addition, Chaplaincy personnel offer a wide variety of non-worship religious program options (i.e., studies of sacred writings, studies of sacred languages, retreats, choir and CCD).

### Life Connections Program

Consistent with the President's government-wide Faith Based and Community Initiative, the BOP established the Life Connections Program (LCP) in FY 2002. As of September 8, 2009, there are 1,123 inmates who have completed the incarceration phase of the program. There are 551 inmates who have completed the incarceration phase and have been released to RRCs or directly to the community. The LCP provides opportunities for the development of the participating inmates' faith commitment, with a goal of reducing recidivism. The LCP consists of an intensive, multi-phase program which instills values and character through a curriculum of personal, social and moral development. Two phases of mentoring are provided to LCP inmates. As of November 2009, in support of the Second Chance Act the Life Connections Program has integrated 1,238 individual mentors into mentoring relationships with inmates in the program.

As of January 5, 2010, the Life Connections Program involved 1,219 community/faith-based organizations to empower successful inmate reentry into the community. The initiative is subject to rigorous empirical scrutiny to gauge both qualitative and quantitative results. The program has been implemented in institutions of various security levels and in various geographical regions of the country. It is being carried out in partnership with a broad spectrum of religious and community organizations. The current sites are: FMC Carswell, TX; FCI Milan, MI; FCI Petersburg, VA; USP Terre Haute, IN; and USP Leavenworth, KS.

Reentry preparation for inmates not eligible for the residential Life Connections Program is offered through a modified version (i.e., Threshold) of the program. Threshold is a non-residential spiritual/values based program taught by chaplains and volunteers over a six to nine month time period. This program is designed to strengthen inmate community re-entry and reduce recidivism. During FY 2009, 380 inmates completed this re-entry preparation in 30 institutions. Forty-six institutions are offering the Threshold Program in FY 2010 with over 700 participants.

The Inmate Skills Development Branch was established in June 2003, to coordinate efforts to implement inmate skill development initiatives across BOP's divisions and provide a centralized point of liaison with external agencies to equip inmates with the necessary skills and resources to succeed upon release.

These nine skills to be developed include: academic, vocational/career development, interpersonal, leisure time, cognitive, character, daily living, wellness, and mental health.

The Inmate Skills Development Initiative goals are to:

1. Develop an instrument to assess individual skill needs
2. Monitor and track skill enhancement throughout incarceration

3. Link program assignments to needs identified through assessment
4. Focus on skill acquisition rather than program completion
5. Allocate program resources based on skill needs of population
6. Prioritize skill needs of high risk populations (i.e., sex offenders, criminal career, and mental health cases)
7. Develop coordinated and effective communications and data exchange with internal and external components
8. Provide a seamless transition from incarceration to the community

In accordance with the Second Chance Act, the BOP has a coordinated prisoner reentry strategy. A multi-tiered process has been developed to provide a clear framework for delivery of services and efficient methods for information collection and distribution to enhance inmate skill development. This includes:

**INMATE SKILLS ASSESSMENT (ISA):** The Bureau has developed and continues to refine an assessment instrument that targets each of the nine skill areas. The ISA facilitates the entire ISD process and provides a clear operational definition of skills achievement. It was designed in collaboration with other agencies, including the courts and probation, to enhance communication and transportability to those involved with the inmate's community transition. The ISA is a dynamic instrument, automated through a web-based application, utilizing information from a variety of sources including court documents, a structured interview with the inmate, behavioral observations of the inmate, and supplemental assessment instruments. Supplemental instruments are administered selectively based upon identified needs and include, but not limited to, the Adult Basis Learning Examination (ABLE), Test of Adult Basic Education (TABE), Weschler Adult Intelligence Scale - III (WAIS-III), Personality Assessment Inventory (PAI), and the Psychopathy Checklist - Revised (PCL - R). The ISA is being used in all Bureau correctional institutions.

The ISA is administered at the beginning of the inmate's sentence and provides staff with a comprehensive picture of an inmate's strengths and weaknesses as they relate to his/her release readiness. By beginning the process at the onset of their term of incarceration, a skill level baseline can be established, programming opportunities are maximized, and resource allocations are efficiently targeted. The assessment information is continuously updated to document and track incremental progress toward skill attainment.

**INDIVIDUALIZED SKILLS DEVELOPMENT (ISD) PLAN** that uses the information gathered through the ISA to summarize the inmate's skill strengths and deficits. The ISD Plan is continuously updated and includes objectives and action planning to address inmates' needs. The ISD Plan follows the inmate throughout the term of incarceration and upon release to the community.

**LINKING PROGRAMS TO SKILLS** the results of the ISA will be utilized to identify inmates for priority placement in programs. By linking programs to the ISD process, the Bureau will be able to identify gaps in current programs where skills are inadequately addressed and identify existing programs that are unrelated to reentry skills and where resources can be redirected elsewhere.

**MODELS OF COLLABORATION** are being developed to assist with skill enhancement and the seamless transition to the community. This component focuses on



expanding inter-agency and intra-agency communication and information sharing throughout the inmate's incarceration. Special population needs, such as incarcerated veterans, disabled offenders, females and others, are coordinated through collaborations with external agencies to deliver targeted services. Through expanded web-based applications and automation, the ISD automation will allow for up-to-date information to be more accessible for sharing with relevant agencies throughout the incarceration period effectuating a seamless flow of information and providing a continuum of care. Collaborations also reduce redundancy in and amongst agencies and allows for more effective tailoring of services.

### Inmate Transition Branch

The Inmate Transition Branch (ITB) mission is to strengthen existing and establish new BOP programs that enhance the post release employment of federal prisoners and the use of community, staff, and inmate volunteers.

To accomplish its mission, the ITB has pioneered the design for institution mock job fairs. In addition, employment resource centers are being activated in all federal prisons. To further enhance employment opportunities, prisoners close to release prepare employment folders that include all documents critical for post release employment.

Since 1996, the ITB has assisted in the conduct of nearly 600 mock job fairs in federal prisons. More than 19,000 inmates and over 8,000 employer and community organization/agency representatives have participated. In addition, ITB staff have assisted state prisons, regional jails and federal probation services to hold both real and mock job fairs.

Volunteer programs play a major role in the sequence of pre-release activities. As part of the oversight responsibility of the branch, institutions are provided guidance and policy to recruit volunteers who support the development of inmate pre-release skills. Through their own volunteer activities, inmates may strengthen character and improve interpersonal skills. Staff engage in program efforts that clearly project the agency's commitment to education, faith, environment, public safety and welfare of the surrounding community.

**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit: Inmate Care and Programs**

**DOJ Strategic Goal/Objective: 2.3, 3.3 and 3.4**

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Changes		FY 2011 Request	
<b>Workload: Total End of Year Federal Inmate Population*</b>		208,759		208,759		215,759		7,000		222,759	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		35,220	\$5,600,792	35,220	\$5,600,792	35,682	\$6,086,231	2,431	\$447,548	38,113	\$6,533,779
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Changes		FY 2011 Request	
Program Activity	1. Inmate Care and Programs	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		12,428	\$2,070,002	12,428	\$2,070,002	12,631	\$2,215,992	523	\$166,828	13,154	\$2,382,820
Performance Measure	# Inmates completing at least 1 Vocational Program	14,700		14,728		Measure Discontinued				Measure Discontinued	
Performance Measure	Drug Treatment: %/# inmates in RDAP	100%/17,500		100%/18,732		Measure Discontinued				Measure Discontinued	
Performance Measure	Drug Treatment: # Non-residential Treatment	14,500		14,613		Measure Discontinued				Measure Discontinued	
Performance Measure	# Inmates participating in Life Connections Pilot	600		745		Measure Discontinued				Measure Discontinued	
Performance Measure	Inmate financial responsibility program collections (\$000)	\$10,500		\$9,200		Measure Discontinued				Measure Discontinued	
Performance Measure	% Inmates with GED/H.S. Diploma 6 - 7 months prior to release (citizens)	78%		78%		Measure Discontinued				Measure Discontinued	
Performance Measure**	# of Inmates Completing Literacy Prog.	n/a		5,981		6,061		100		6,161	
Outcome	# Inmates suicides (not to exceed)	24		24		Measure Discontinued				Measure Discontinued	

\*The chart above includes actual population numbers for FY 2009 and projected population numbers for FY 2010 and FY 2011. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, U.S. Sentencing Commission, Executive Office for United States Attorneys, Office of the Federal Detention Trustee, Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Data from United States Marshals Service indicates that as of December 30, 2009, there were 8,400 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

\*\*Proposed new performance measure.

**Data Definition, Validation, Verification, and Limitations:**

**Data Collection and Storage:** Data are gathered from several computer systems. Inmate data is collected on the BOP on-line system (SENTRY); personnel data is collected from the National Finance Center (NFC) database and from field locations reporting on a regular basis; and financial data is collected on the Financial Management Information System (FMIS). BOP also utilizes population forecast modeling in order to plan for future construction and contracting requirements to meet capacity needs. Inmate employment data is maintained by each industry business office through the transfer of source data into an automated inmate payroll system. Vocational Training program completions are entered into the SENTRY Education Data System at the institution level. Institution education staff verify and record inmates' high school or General Educational Development (GED) attainment in the SENTRY Education Data System when inmates enter BOP custody or when they pass the GED tests and obtain a high school equivalent credential. The Office of Information Systems prepares a monthly report, which reflects the high school/GED attainment status of citizen inmates who are within 6 - 7 months of their release. GED completion data is provided by the American Council on Education, a non-profit agency, through its GED testing service. GED completion information is posted in the BOP's internal Web site quarterly and all agency personnel have access to the information.

**Data Validation and Verification:** Within BOP headquarters, staff in different divisions retrieve and verify data on a daily, weekly, and monthly basis, analyze it, and formulate reports and projections. For example, weekly population reports are analyzed and copies provided to both DOJ and OMB. Occupational and Advanced Occupational Education (AOE) training data is entered at the BOP facility level using automated reporting procedures to track program completions data. Data accuracy is monitored by field education staff via quarterly roster reports. Once year-end data is available, it is verified through a two-step process: (1) a roster report is produced by the BOP Office of Information Systems, and posted on intranet. The report identifies every inmate who completed or withdrew from a program at the given institution. (2) Local BOP staff use the list to verify that the data was correctly entered into SENTRY, and make any corrections. After the grace period ends, an automated computer run is made by the BOP Office of Research and the data is maintained in the BOP Key Indicator Information System for historic use. Drug treatment information is retrieved from SENTRY and/or Psychological Data Systems (PDS) data. Data is verified by monitoring the number of inmates on the waiting list for the Residential Drug Abuse Treatment Program (RDAP) program who are within 36 months of release, as maintained in the SENTRY database, against the total RDAP program capacity to ensure 100 percent of eligible inmates receive treatment prior to release. BOP Life Connections Pilot Program data is tracked in SENTRY and provides information on inmates enrolled in the program. Life Connections applicant information is cross-referenced and verified through records maintained in BOP's Faith-Based Program Office and at each pilot site. The BOP's Religious Services Threshold Program is tracked in SENTRY and provides information on inmates enrolled in the program. It is cross-referenced in the Religious Services Branch Office and at the Threshold sites. Inmate Financial Responsibility Program (IFRP) data is received from the Trust Fund Branch and is cross-referenced with IFRP SENTRY data on a monthly basis to ensure consistency and accuracy. High school diploma and General Educational Development (GED) attainment are verified at the end of each quarter and year-end, institution and region education staff are provided with copies of GED completion data (reports from the GED Testing Service and quarterly education roster reports) to verify the accuracy of GED completions, as they are recorded in the SENTRY based Education Course System. Suicides are reported at BOP locations on SENTRY and verified by BOP headquarters staff in several different divisions. Suicide data is also verified by the National Employee Assistance Coordinator who reviews the Suicide Reconstruction Report. The BOP data undergoes a number of quality control procedures ensuring its accuracy. The FBI's III file is the primary source of rap sheet information used by courts throughout the land and is also thought to be of high quality.

**Data Limitations:** Due to the unpredictable environment in prisons and other external factors, there may be discrepancies between projected and actual numbers contained in the performance graphs. Most plans are developed based on historical data, past experience and joint agency efforts to project for the future.

**PERFORMANCE MEASURE TABLE**

**Decision Unit: Inmate Care and Programs**

Performance Report and Performance Plan Targets		FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	# Inmates completing at least 1 Vocational Program	10,673	11,553	12,476	12,805	13,616	14,302	14,700	14,728	**	**
<b>Performance Measure</b>	Drug Treatment: %/# inmates in RDAP	100% /17,578	100% /18,278	100% /18,027	100% /17,442	80% /17,549	93% /17,523	100% /17,500	100%/ 18,732	**	**
<b>Performance Measure</b>	Drug Treatment: # Non-residential Treatment	12,023	13,014	14,224	13,697	14,352	14,208	14,500	14,613	**	**
<b>Performance Measure</b>	# Inmates participating in Life Connections Pilot	205	545	608	443	703	799	600	745	**	**
<b>Performance Measure</b>	Inmate Financial Responsibility Program Collections (\$000)	\$8,660	\$9,549	\$9,808	\$10,020	\$10,092	\$9,823	\$10,500	\$9,200	**	**
<b>Performance Measure</b>	Increase the # of Inmates Completing Literacy Program	n/a	n/a	n/a	n/a	n/a	n/a	n/a	5,981	6,061	6,161
<b>OUTCOME Measure</b>	% Inmates with GED/H.S. Diploma 6-7 months prior to release (citizens)	74%	73%	74%	74%	77%	77%	78%	78%	**	**
<b>OUTCOME Measure</b>	# Inmates suicides (not to exceed)	11	9	13	15	12	25	24	24	**	**

N/A = Data unavailable

\* Denotes inclusion in the DOJ Annual Performance Plan

\*\* Measures being discontinued.

### **3. Performance, Resources, and Strategies**

The Inmate Care and Programs decision unit directly contributes to two of the Department's Strategic Goals 2 and 3: Goal 2 – Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interests of the American People; and Goal 3 - Ensure the Fair and Efficient Administration of Justice. Within these Goals, the decision unit's resources specifically address the Department's Strategic Objectives 2.3, 3.3 and 3.4: Prevent, suppress, and intervene in crimes against children; Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System, and Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards.

#### **a. Performance Plan and Report for Outcomes**

As illustrated in the preceding Performance and Resources Table, the outcome measure for this decision unit is: Number of Inmate Suicides.

Regarding suicides, while it is the objective of the BOP and DOJ to prevent all suicides, the targets reflect projections based solely on historical data. The BOP had 24 inmate suicides for FY 2009, which was the target. The BOP's inmate population continues to grow. Overcrowding and staffing rates will worsen given incarceration trends and constrained budgets.

The BOP's current strategic indicator for the literacy program includes only those inmates (U.S. Citizens) who are capable and desire literacy programming and are within six to seven months of release. This indicator will be revised at a later date. The BOP met its FY 2009 target of 78 percent of inmates participating in literacy programming.

The BOP exceeded its FY 2009 target for the number of inmates completing at least 1 Vocational Program at 14,728.

The BOP exceeded its FY 2009 target of 17,500 inmates to be enrolled in the Residential Drug Abuse Treatment Program with a total of 18,732.

The BOP exceeded its target for FY 2009 for inmates enrolled in non-residential drug treatment programs at 14,613. Unlike the residential drug abuse program, inmates are not housed together in a separate unit for treatment, but attend treatment sessions in the Psychology Services Department while residing within the general population.

The BOP exceeded its FY 2009 target with 745 inmates participating in the Life Connections Pilot. However, the 745 inmates who are participating are broken down as: 426 participants; 140 wait list/applied and approved within institutions; 150 applied/approved waiting to be transferred and 29 in the pipeline. Those inmates approved and on the wait list are provided partial programming.

The BOP missed its target with a total collection of \$9,200,000 under the Inmate Financial Responsibility Program (IFRP) for FY 2009. With the closing of some FPI factories, a decline in collections has been experienced.

**NEW - Number of Inmates Completing Literacy Program:** Currently, this measure identifies the number of inmates receiving a certificate for completing the General Education Development (GED) program. The GED tests measure high school level skills and knowledge. The GED credential is the most widely accepted high school equivalency credential. It offers adults, who did not complete traditional high school, an improved opportunity to pursue education and career opportunities when released to the community. In the near future, alternative literacy programs, aimed at better serving inmates with special learning needs, will be implemented. Completions for these alternative programs will be incorporated into the literacy performance measure. The actual completions for FY 2009 were 5,981. BOP's targets for FY 2010 are 6,061 completions and FY 2011 are 6,161 completions.

## **b. Strategies to Accomplish Outcomes**

The BOP will continue to provide productive work, education, occupational training, and recreational activities that have a clear correctional management purpose to minimize inmate idleness, while preparing inmates for employment opportunities and a successful reintegration upon release.

Though the work being done by treatment staff in the Bureau is proficient and meets the essential needs of the releasing population, the agency is changing the model of reentry from an emphasis on clinical assessment and program participation to a competency-based model. Termed the Inmate Skills Development (ISD) initiative, this is not a new program, but rather an entirely new strategy and way of viewing inmate management. It requires the agency to shift its philosophy and reemphasizes the Bureau's mission to prepare inmates for release to the community. These shifts have been and will continue to be clearly communicated with staff. The components involved in this initiative include:

- identification of the core skills needed for successful offender reentry;
- an objective assessment of those skills and continual measurement of the skills acquisition, rather than simple program completion;
- linkage of programs to specific reentry skill needs;
- allocation of resources to those inmates with the greatest skill deficiencies and hence, the greatest risk of recidivism; and
- information sharing and the building of community collaborations for a holistic approach in transitioning offenders.

The ISD System, a dynamic instrument, automated through a web-based application, utilizing information from a variety of sources, is being implemented throughout the Bureau.

Self-improvement programs designed to change thinking and behaviors have also proven to be effective in dealing with behaviors that threaten the security of staff and inmates. For example, the BOP operates its Life Connections (faith-based) pilot programs (LCP). Through these programs, the BOP provides opportunities for the development and maturation of the participating inmate's faith commitment, with a goal of reducing recidivism rates. The BOP Office of Research and Evaluation has developed a quasi-experimental research design to measure and compare rates of recidivism and anticipates a report on recidivism in FY 2010. In the interim (until this research is completed), reports on in-prison adjustment demonstrated a positive effect of LCP participation on serious misconduct while inmates participate in the program.

The Bureau is committed to providing quality, evidence-based psychology programs to all inmates in need of these program services. All Bureau psychology treatment programs are designed on the most recent research and evidence based practices, ensuring effective treatment programs. These evidence-based treatment practices lead to: reduction of inmate misconduct; reduction of inmate mental illness and behavioral disorders; the reduction of substance abuse, relapse and recidivism; reduction of criminal activity; and an increase in the level of the inmate's stake in societal norms. Transition treatment increases the likelihood of treatment success.

The Challenge Program is a cognitive-behavioral, residential treatment for high security inmates with a history of substance abuse and/or mental illness. Inmates may participate in the program at any point during their sentence, however, they must have at least 18 months remaining on their sentence. The duration of the program varies, based on inmate need, with a minimum duration of nine months.

The Bureau Rehabilitation and Values Enhancement (BRAVE) Program, a program for young offenders serving lengthy sentences, addresses institutional adjustment, antisocial attitudes and behaviors, and motivation to change. Like all Bureau psychology programs, these residential treatment programs utilize empirically supported interventions, including cognitive behavioral techniques delivered in a modified therapeutic community environment. These programs have been demonstrated to significantly reduce misconduct among program participants more than 50 percent.

The Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994 requires the BOP to provide appropriate substance abuse treatment for 100 percent of inmates who have a diagnosis for substance abuse or dependence and who volunteer for treatment.

Nearly half of BOP facilities operate the Residential Drug Abuse Treatment Program (RDAP). RDAP programs are located in a unit, separated from the general population that allows for a treatment milieu to form without the influences found in a general population. Treatment is between 9-12 months in duration. Again, drug abuse treatment programs, like all Bureau psychology treatment programs, are designed based on the most recent research and evidence based practices, ensuring effective treatment. This allows the Bureau's psychology treatment programs to successfully treat complex psychological and behavioral problems.

All inmates who participate in RDAP must continue drug abuse treatment in the community when they transfer to a Residential Reentry Center (RRC). The BOP contracts with licensed community-based treatment providers to continue the inmate's treatment while in the RRC, increasing the likelihood for a successful outcome. A significant number of inmates in the RDAP also have a co-occurring mental illness. As a result, the BOP also provides continued mental health treatment for these inmates when they transfer to the RRC.

Additional drug abuse services include the drug abuse education course and nonresidential drug abuse treatment. These services are available in every BOP institution.

## B. Institution Security and Administration

<b>Institution Security and Administration TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$000,s)</b>
2009 Enacted w/ Rescissions	23,390	21,094	2,495,196
2009 Supplemental	0	0	0
2009 Enacted w/Rescissions and Supplementals	23,390	21,094	2,495,196
2010 President's Budget	23,868	21,345	2,708,651
Adjustments to Base and Technical Adjustments	0	360	96,207
2011 Current Services	23,868	21,705	2,804,858
2011 Program Increases	884	1,548	127,327
2011 Program Decreases	0	0	-1,512
2011 Request	24,752	23,253	2,930,673
<b>Total Change 2010-2011</b>	884	1,908	\$222,022

### 1. PROGRAM DESCRIPTION: Institution Security and Administration

This budget activity covers costs associated with Institution Security and Administration, Institution Maintenance, and Institution Staff Training. All institutions are assigned a security classification level based in part on the physical design of each facility. There are four security levels: minimum, low, medium, and high. Additionally, there is an administrative category for institutions that house a variety of specialized populations such as pre-trial, medical, mental health, sex offenders, and U.S. Department of Homeland Security, Immigration and Customs Enforcement (ICE) detainees. Based on BOP research, female offenders generally do not require the same degree of security as male offenders. Therefore, a modified classification system is used for female inmates. Females may also be placed in state and local facilities.

Each inmate is tracked through BOP's SENTRY Information System. Offenders are assigned a security and custody status, which relates to the degree of supervision needed and ensures that offenders are placed in the least restrictive and least costly correctional environment appropriate to their custody and security level needs. The result is a grouping of offenders with similar custodial needs in an institution, and a relative reduction in the mixing of aggressive and non-aggressive offenders.

Within each institution, Correctional Officers are assigned to security posts that are primarily established on the basis of structural/visual considerations. The two basic categories of security are external security and internal security. External security consists of a walled or fenced perimeter supplemented by staffed security towers or armed mobile perimeter patrols. There is also razor wire strung between a double fence with high mast lighting to illuminate the perimeter, and highly technical equipment such as alarm systems, and video surveillance. Entrances through the perimeter are controlled by a series of gates, both electrical and manual, supplemented by metal detection systems and search procedures for weapon and contraband control. BOP has fully incorporated Closed Circuit Television technology in its higher security facilities, which has enhanced supervision and provides valuable intelligence in the management of federal inmates. For practical purposes, all other security measures, processes and activities can be called internal security, commencing when an inmate is admitted and terminating upon his or her release.



Staff supervise inmates in living units, work areas, visiting areas, dining halls, and any other area where inmates may be located or have access. Regularly scheduled counts are conducted several times a day (5 on weekdays 6 on weekends) in all institutions to monitor the whereabouts of inmates. Work supervisors and program personnel are held strictly accountable for all inmates under their supervision.

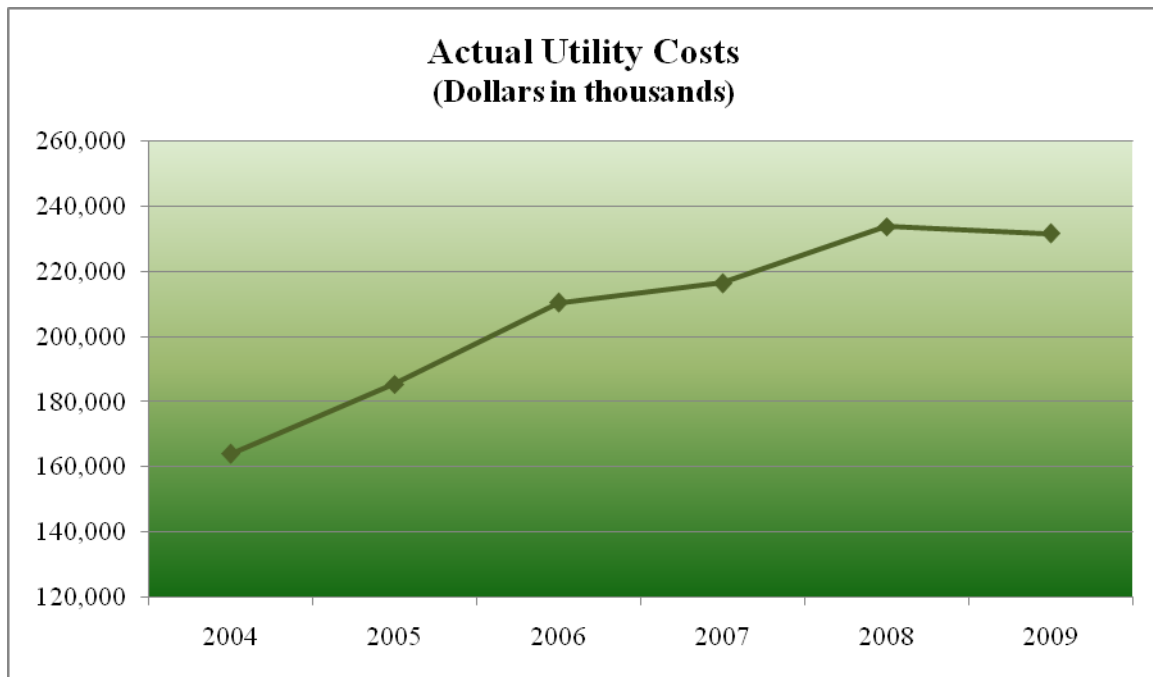
Violations of institution regulations are dealt with through the Inmate Disciplinary Process. Correctional staff members conduct investigations of the alleged misconduct and forward the findings to the Unit Discipline Committee. Depending on the seriousness of the charge, the Unit Discipline Committee will make a finding, or refer the report to the Discipline Hearing Officer for disposition. When practical, inmates are afforded the opportunity to participate in, and present evidence at a due process hearing before findings are made. Inmates may appeal these decisions utilizing the administrative remedy process.

Investigative staff members continue to gather and share a wide variety of intelligence information and products with other law enforcement entities. Staff members are routinely forwarding counter terrorism intelligence data and referrals to the National Joint Terrorism Task Force; local Joint Terrorism Task Force(s); Federal Bureau of Investigation (FBI) Counterterrorism Division; and Central Intelligence Agency liaison personnel. Additionally, a significant amount of data regarding inmate financial transactions, telephone calls, and correspondence is being made available to law enforcement entities through the Department of Justice's Law Enforcement Information Sharing Program (LEISP).

The Administrative Segregation program provides for the separation of inmates who require closer supervision and monitoring from those in the general population. Such cases include, but are not limited to, protective custody, serious escape risks, threats to the security and orderly running of the institution. The Disciplinary Segregation program provides for segregation of offenders who have been found guilty of violations of rules through the Inmate Disciplinary Process.

The Facility Maintenance program is designed to adequately maintain and continue to safely operate the physical plants of BOP institutions. Facilities vary in age from those recently constructed to those 100 or more years old. Thirty-three of the BOP facilities are over 50 years old. As of January 25, 2010, BOP facilities are situated on 45,223 acres of land and contain approximately 62 million square feet of floor area, all of which must be maintained and furnished with utility services. Each institution maintains communication systems including complete private automatic branch exchange telephone systems, radio systems including base station and mobile units and several electronic detection and control systems. In FY 2010, this program will provide for the maintenance and operation of 4,189 vehicles.

Complex heating and air conditioning systems, high pressure steam power plants, sophisticated hospital equipment, emergency electrical power systems and fire protection and life safety systems all require regular maintenance. Despite energy saving initiatives, discussed earlier in the budget, the growing inmate population and inflationary factors have significantly increased utility costs. The following graph illustrates the increasing obligations for actual non-salary utility costs, with about \$242 million incurred in FY 2009.



Physical plant requirements are identified through regular inspections conducted in the on-going preventive maintenance program, formal semi-annual inspections, and requests for specific needs identified by institution staff members. This program finances maintenance and minor improvement projects which normally cost \$10,000 or less. However, there are policy guidelines that allow funding of maintenance projects (work requests) costing more than \$10,000 in certain circumstances. Some exceptions would include emergencies or security threats such as hurricanes or disturbances. Maintenance and repair requirements in excess of \$10,000 are normally included in the "Modernization and Repair" program of the Buildings and Facilities budget.

The work within the maintenance program is accomplished almost entirely by inmate crews under staff supervision. Each work crew consists of a staff foreman and 10 to 20 inmates. Each institution must have highly skilled staff with experience and training in every phase of construction and maintenance work including steam fitting, air conditioning, mechanics and/or electronics repair. A few specific jobs are contracted out because special skills or equipment items are required, or because the work may be extremely dangerous. Examples of these jobs include elevator inspection and repair, radio frequency alignment, and water tower painting.

The Staff Training Academy (STA) at the Federal Law Enforcement Training Center (FLETC) Glynco, Georgia provides introductory and advanced correctional training for BOP law enforcement staff. The Introductory Correctional Training Program (ICTP) is a five-week program for a total of 159 hours of instruction that is taught in two phases. The phases consist of a two-week Institution Familiarization (IF) and a three-week Introduction to Correctional Techniques (ICT) program.

The STA oversees the curriculum development and administration of the two-week (56 hours) IF course provided at all institutions for new employees prior to attending the ICT at the STA. The ICT is a three-week (103 hours) program of instruction that covers hostage situations, ethics, interpersonal communication skills, special offenders, diversity, inmate discipline, legal procedures, etc. Successful completion of this program (academics, firearms and the Physical

Ability Test) is required for continued employment of newly hired staff entering into law enforcement positions. The ICTP is fully accredited by the University of Eastern Kentucky. In FY 2009, 2,123 new employees participated in 73 classes of the ICT program.

The STA provided advanced correctional skills training for trainers in disturbance control, firearms, bus operations, self-defense, and side-handle baton in FY 2009. The STA also provides advanced correctional training for Marksman/Observer and Witness Security. The majority of the advanced training programs are conducted at BOP institutions resulting in substantial cost avoidance in training costs. In FY 2009, 470 staff members participated in 21 advanced classes. The STA continues to support and expand the on-line testing programs. The IF testing program has been in place since August 2003.

*The Management and Specialty Training Center (MSTC)* in Aurora, Colorado, provides the majority of the BOP's senior level training courses and curriculum development workgroups to include Job Task Analysis and Needs Analysis. The training offered at the MSTC is competency-based, providing participants the opportunity to progressively develop leadership skills and specialty competencies. Wide ranges of courses are available for institution Executive Staff, Department Heads, Supervisors, and Technical Support Staff. These courses include training for Correctional Services Supervisors, Food, Financial and Personnel staff, Education and Recreation staff, Drug Treatment and Psychology Services, Chaplains, Trust Fund staff, and others. In addition to preparing personnel for position specific responsibilities, the MSTC also trains staff to assume collateral responsibilities, such as: Hostage Negotiations Team Members, Disciplinary Hearing Officers, EEO Counselors and others. All classes are evaluated for effectiveness, and an analytical review of participant performance is conducted through a critique of pre/post test scores or performance-based evaluations.

Projected: October 1, 2009 to September 30, 2010, the MSTC anticipates conducting 137 residential classes, training 3,764 participants, with 570 resource staff.

From October 1, 2008 to September 30, 2009, the MSTC conducted 109 residential classes, training 3,026 participants. The MSTC conducted 10 off-site classes, training 184 participants. One Centra session was held training 21 participants.

To maximize the use of tax dollars, the MSTC provides several alternatives for training to include off-site, distance learning initiatives through virtual classrooms, Centra, and webcasting. Additionally, eZ.exam is used to administer Institution Character Profile, staff surveys, ect, which has made these processes more efficient for regional and institutional staff.

*The Consolidated Employee Service Center (CESC)* located in Grand Prairie, Texas, is comprised of four components: Consolidated Processing Unit (CPU), Consolidated Benefits Unit (CBU), the Consolidated Staffing Unit (CSU) and the Security Information Background Section (SBIS).

*The Consolidated Benefits Unit (CBU)* provides benefit related services to staff located at all Bureau locations. The CBU processes applications for retirements, deposits/redeposits, military deposits, and calculates projected annuity estimates. Additionally, the CBU is responsible for the verification of Bureau employee's creditable service for retirement. The CBU provides advice on a wide variety of inquiries regarding all aspects of benefits, including health insurance,

life insurance, long term health care, flexible spending accounts, Thrift Savings Plan, and provides updates on new benefits (FEHB dental and vision) as they develop.

*The Consolidated Processing Unit (CPU)* processes payroll and personnel transactions; sets pay; receives and processes court orders; maintains Official Personnel Files (OPF), performance, and payroll files; oversees the time and attendance program; responds to inquiries from Employee Services offices, staff and third parties, regarding payroll/personnel transactions, personnel documents and files; and is the Bureau of Prisons primary liaison with the Department of Justice, National Finance Center and auditors on matters related payroll processing and time and attendance. The CPU participates in an HR Line of Business workgroup tasked with recommending the selection of a shared service provider for Department of Justice payroll processing. The CPU implemented an Enterprise Human Resource Initiative to switch from paper copy to electronic OPF's.

*The Consolidated Staffing Unit (CSU)* develops and operates a nationwide staffing program for processing job applications; manages a nationwide Delegated Examining certification program to assist field locations in staffing their positions by providing timely services to job applicants and all BOP facilities; and maintains responsibility for processing and announcing all merit promotion vacancy announcements. An Internet-based application processing and referral system (BOP-Careers) has been implemented which allows applicants to apply for positions online under merit promotion or Delegated Examining competitive examinations. The CSU is operating a nationwide staffing program for processing job applications for the following professions: Correctional Officer, Clinical Psychologist, Registered Nurse, Nurse Practitioner, Physician Assistant, and Medical Officer a Dental Officers as well as processing MSS for Warden's and Associate Warden's.

*The Security and Background Investigation Section (SBIS)* serves as the Bureau of Prisons personnel security office receiving background investigations from the Office of Personnel Management (OPM). Background investigations, are initiated on all new staff at the hiring location, are conducted by OPM then sent to SBIS for adjudication. In addition to receipt of investigations, SBIS initiates all required five year re-investigations for current employees. The SBIS office is also responsible for policy requirements in pre-employment procedures and contractor security.

**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit: Institution Security and Administration**

**DOJ Strategic Goal/Objective: 3.3**

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Changes		FY 2011 Request	
<b>Workload: Total End of Year Federal Inmate Population*</b>		208,759		208,759		215,759		7,000		222,759	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		35,220	\$5,600,792	35,220	\$5,600,792	35,682	\$6,086,231	2,431	\$447,548	38,113	\$6,533,779
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY2011 Program Changes		FY 2011 Request	
		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
<b>Program Activity</b>	1. Institution Security and Administration	21,094	\$2,495,196	21,094	\$2,495,196	21,345	\$2,708,651	1,908	\$222,022	23,253	\$2,930,673
<b>Performance Measure</b>	# Institutions/rated capacity	115/123,525		115/125,778		Measure Discontinued				Measure Discontinued	
<b>Performance Measure</b>	Correctional Officers On-board	17,227		17,062		Measure Discontinued				Measure Discontinued	
<b>Performance Measure</b>	Inmate to Correctional Officer Ratio	9.82:1		10.11:1		Measure Discontinued				Measure Discontinued	
<b>Performance Measure</b>	Rate of serious assaults in Federal Prisons (Rate/5,000)**	15		14		16		0		16	
<b>Performance Measure</b>	% of staff on-board at BOP Inst.***	n/a		89%		91%		1.5%		92.5%	
<b>Performance Measure</b>	Medium & high security crowding***	n/a		Med – 47% High – 49%		Med – 57% High – 55%		Med – 3% High – (5)%		Med – 60% High – 50%	
<b>Outcome</b>	Escapes from Secure Institutions	0		0		0		0		0	
<b>Outcome</b>	System-wide Crowding	37%		37%		Measure Discontinued				Measure Discontinued	

\*The chart above includes actual population numbers for FY 2009 and projected population numbers for FY 2010 and FY 2011. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, U.S. Sentencing Commission, Executive Office for United States Attorneys, Office of the Federal Detention Trustee, Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Data from United States Marshals Service indicates that as of December 30, 2009 there were 8,400 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

\*\*Due to the time required to adjudicate allegations of assaults, there is a lag between the occurrence and reporting guilty findings. Therefore, the figures reported represent incidents that were reported for the preceding twelve months ending several months before the end of the FY. Beginning with the FY 2007 data, data focused on the rate of serious assaults (inmate on inmate per 5,000), which is a more meaningful safety indicator for BOP facilities.

\*\*\*Proposed new performance measure.

**Data Definition:** The low, medium and high crowding levels are based on a mathematical ratio of the number of inmates divided by the rated capacity of the institutions at each of the specific levels. System-wide: represents all inmates in BOP facilities and all rated capacity, including secure and non-secure (minimum security) facilities, low, medium and high security levels, as well as administrative maximum, detention, medical, holdover, and other housing unit categories. Low security facilities: double-fenced perimeters, mostly dormitory housing, and strong work/program components. Medium security facilities: strengthened perimeters, mostly cell-type housing, work and treatment programs and a higher inmate-to-staff ratio than low security facilities. High security facilities: also known as U.S. Penitentiaries, highly secure perimeters, multiple and single cell housing, highest inmate-to-staff ratio, close control of inmate movement. Assaults include the rate of serious assaults inmate on inmate.

**Data Collection and Storage:** Data are gathered from several computer systems. Inmate data is collected on the BOP on-line system (SENTRY); personnel data is collected from the National Finance Center (NFC) database and from field locations reporting on a regular basis; and financial data is collected on the DOJ Financial Management Information System (FMIS). BOP also utilizes population forecast modeling in order to plan for future construction and contracting requirements to meet capacity needs. Data for escapes from secure prisons are taken from the Significant Incident Reports (recorded on BOP form 583) submitted by the institution where the escape occurred. The form is submitted to the BOP's Central Office where it is recorded in a log. Copies of the report are also sent to the respective regional office where the information is reviewed. The information from the log is transferred to, and maintained by, the Office of Research and Evaluation, which analyzes the data and makes it available through the Key Indicators Management Information System. Data (rate of assaults in federal prisons per 5,000 inmates) are collected from the BOP's SENTRY, specifically the CDR module, which reports all disciplinary measures taken with respect to individual inmates. This data are maintained and stored in the BOP's management information system (Key Indicators), which permits retrieval of data in an aggregated manner. The data represents all adjudicated assaults and combines both "inmate on inmate" and "inmate on staff" assaults.

**Data Validation and Verification:** Within BOP headquarters, staff in different divisions retrieve and verify data on a daily basis, analyze it, and formulate reports and projections. Subject matter experts review and analyze population and capacity levels daily, both overall and by security level. The BOP Capacity Planning Committee (CPC), comprised of top BOP officials, meets bi-monthly to review, verify and update population projections and capacity needs for the BOP. The BOP Office of Research collects offender data regularly from the Office of the U.S. Courts in order to project population trends and the CPC reconciles bed space needs and crowding trends to ensure that adequate prison space is maintained in both federal prisons and contract facilities. Correctional officer on-board numbers are gathered each pay period and verified through NFC payroll records. The correctional officer to inmate ratio is based on number of correctional officer's on-board divided into total inmate population in BOP facilities. Inmate assaults and escapes from secure BOP institutions are reported at BOP locations on SENTRY and verified by BOP Correctional Programs Division (Intelligence Section) and the BOP Office of Research. On an annual basis, BOP Program Review personnel develop a schedule for initial accreditation and reaccreditations of all eligible BOP facilities to ensure reviews are conducted on a regular and consistent basis. Subject matter experts review report findings to verify accuracy and develop any necessary corrective measures. Actual obligation data is collected and analyzed from the DOJ Financial Management Information System (FMIS) and compared against the average daily inmate population to determine the per capita costs. Expense and population data are corroborated through contact with BOP regional offices and prison facilities, and reconciled to enacted appropriations, earned reimbursements, billings, and treasury reports.

**Data Limitations:** Due to the unpredictable environment in prisons and other external factors, there may be discrepancies between projected and actual numbers contained in the performance tables. Most plans are developed based on historical data, past experience and joint agency efforts to project for the future. In addition, budget delays and shortfalls also affect performance results.

**PERFORMANCE MEASURE TABLE**

**Decision Unit: Institution Security and Administration**

Performance Report and Performance Plan Targets		FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
Performance Measure	# Institutions/rated capacity	103 / 105,193	109 / 108,537	116 / 118,652	114 / 119,510	114 / 122,189	114 / 122,366	115 / 123,525	115 / 125,778	**	**
Performance Measure	Correctional Officers On-board	14,712	14,982	15,500	16,013	16,500	16,538	17,227	17,062	**	**
Performance Measure	Inmate to Correctional Officer Ratio	9.94:1	10.18:1	10.29:1	10.15:1	10.14:1	10.04:1	9.82:1	10.11:1	**	**
Performance Measure	Rate of assaults in Federal Prisons (Rate /5,000)	127/5,000	121/5,000	118/5,000	119/5,000	n/a	n/a	n/a	n/a	n/a	n/a
Performance Measure	*Rate of SERIOUS assaults in Federal Prisons (Rate /5,000)	n/a	n/a	n/a	n/a	12/5,000	12/5,000	15/5,000	14/5,000	16/5,000	16/5,000
Performance Measure	Increase the % of staff on-board at BOP institutions to facilitate programming and maintain safety and security	n/a	n/a	n/a	n/a	n/a	n/a	n/a	89%	91%	92.50%
Performance Measure	Manage medium & High security crowding to assess needs for additional staff and beds	n/a	n/a	n/a	n/a	n/a	n/a	n/a	M-47% / H- 49%	M-57% / H- 55%	M-60% / H- 50%
OUTCOME Measure	*Escapes from Secure Institutions	0	2	0	1	0	0	0	0	0	0
OUTCOME Measure	*System-wide Crowding	39%	41%	34%	36%	37%	36%	37%	37%	**	**

N/A = Data unavailable

\* Denotes inclusion in the DOJ Annual Performance Plan

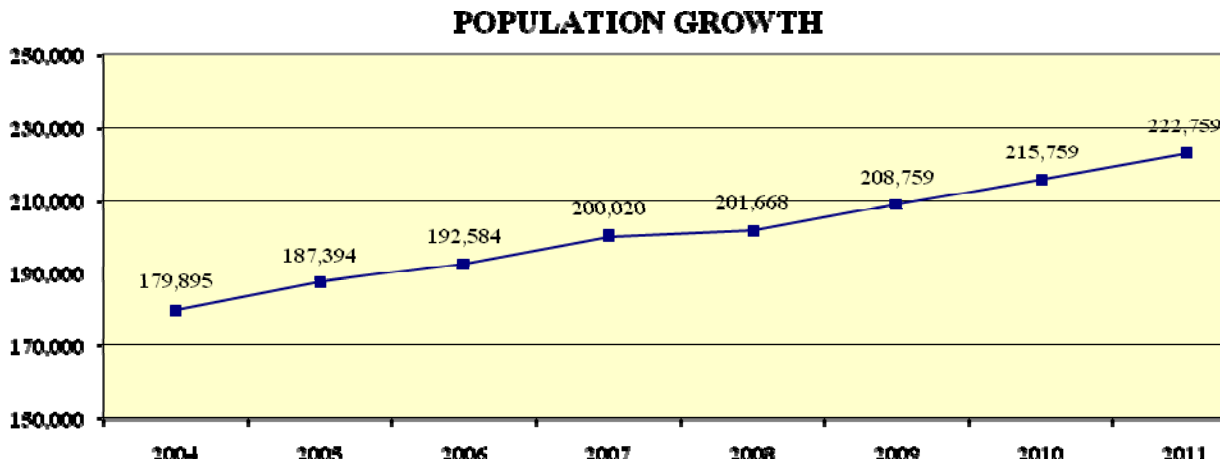
\*\* Measures being discontinued.

### 3. Performance, Resources, and Strategies

The Institution, Security and Administration decision unit contributes directly to the Department's Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. Within this Goal, the decision unit's resources specifically address the Department's Strategic Objective 3.3: Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System.

#### a. Performance Plan and Report for Outcomes

As illustrated in the preceding Performance and Resources Table, the outcome measures for this decision unit are: Escapes from Secure Institutions and System-wide Crowding. The BOP's Escapes from Secure Institutions target will always remain zero. Consequently, the FY 2009 through 2011 performance targets remain zero escapes from Secure Institutions.



The chart above includes population projections for FY 2010 and FY 2011. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, the U.S. Sentencing Commission, the Executive Office for United States Attorneys, the Office of the Federal Detention Trustee, the Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY).

Data from the United States Marshals Service indicates that as of December 30, 2009, there were 8,400 inmates in Marshal's custody who are either waiting designation or waiting for movement to a BOP facility.

FCI Pollock, LA, started taking inmates in May of 2009, increasing the number of facilities to 115 and ending FY 2009 with 125,778 beds for rated capacity.

The BOP's target for employment of correctional officers in FY 2009 was 17,227. The BOP missed the target with on-board employment of 17,062. Contributing factors include: budget constraints and the delay of FCI Pollock, LA activation.



Every reasonable precaution is taken to ensure that inmates are provided with a safe and secure environment in facilities according to their needs. While it is the objective of the Department and BOP to eliminate all serious assaults, the target reflects projections based on historical data and observed trends. These data represent the number of serious assaults over a 12-month period per 5,000 inmates. Due to the time required to adjudicate allegations of assault, there is a lag between the occurrence and reporting guilty findings. Accordingly, the figure reported represents incidents that were reported for the preceding 12 months ending several months before the end of the fiscal year. BOP exceeded its target with an actual of 14/5,000 serious assaults in FY 2009. However, with the continued increase in inmates, the FY 2010 and FY 2011 targets will increase to 16/5,000 serious assaults.

**NEW - Percentage of Staff On-board at BOP Institutions:** This measures the percentage of staff on-board compared to the authorized number of positions at BOP facilities. Managing the increasing federal prison population is particularly challenging. At the high security level, more than 70 percent of the inmates are drug offenders, weapons offenders, or robbers and another 14 percent have been convicted of murder, aggravated assault or kidnapping, and the average sentence exceeds 15 years. Also, more than 60 percent of high security inmates have been sanctioned for violating prison rules, and nearly 90 percent have a history of violence. Targets reflect minimal staffing to operate prisons and do not represent required staffing levels. BOP’s actual percentage of authorized positions filled for FY 2009 was 89 percent. The targets for FY 2010 and FY 2011 are 91 percent and 92.5 percent.

**NEW - Medium and High Security Crowding Conditions:** BOP facilities are at historic overcrowding levels, which research demonstrates leads to increase serious assaults. The focus with this measure is to manage the ever increasing federal inmate population, and providing for their care and safety, as well as the safety of BOP staff and surrounding communities. System-wide crowding is a percentage derived from dividing the number of inmates by the rated capacity (beds) of BOP facilities. Targets reflect planned beds associated with anticipated constrained base funding levels and don’t represent BOP goals. BOP’s medium and high actual FY 2009 crowding levels and targets for FY 2010 and FY 2011 (based on the capacity plan dated 1/4/10) are:

Medium Security Targets	High Security Targets
FY 09 - 47% ACTUAL	FY 09 - 49% ACTUAL
FY 10 - 57%	FY 10 - 55%
FY 11 - 60%	FY 11 - 50%

**b. Strategies to Accomplish Outcomes**

Depending on funding, the BOP will continue to add capacity efficiently and cost-effectively through expansions of existing facilities, the acquisition and conversion of military and other properties to prison use, utilization of contract facilities and the on-going design and construction of new prisons, and through the BOP’s intense on-going maintenance program (Modernization and Repair) to maintain the infrastructure of federal prisons and protect taxpayer dollars. The BOP will continue to monitor staffing ratios, inmate misconduct, and schedule regular ACA accreditation/re- accreditation for its facilities. The BOP will strive to increase staffing to maintain safety within constrained budgets.

### C. Contract Confinement

<b>Contract Confinement TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$000,s)</b>
2009 Enacted w/ Rescissions	413	405	840,933
2009 Supplemental	0	0	0
2009 Enacted w/Rescissions and Supplementals	413	405	840,933
2010 President's Budget	413	413	961,112
Adjustments to Base and Technical Adjustments	0	0	1,258
2011 Current Services	413	413	962,370
2011 Program Increases	0	0	52,945
2011 Program Decreases	0	0	-5,000
2011 Request	413	413	1,010,315
<b>Total Change 2010-2011</b>	<b>0</b>	<b>0</b>	<b>\$49,203</b>

#### 1. PROGRAM DESCRIPTION: Contract Confinement

This budget activity covers costs associated with BOP inmates in contract care, costs associated with management and oversight of contract confinement functions (and for the National Institute of Corrections). Currently 18 percent of the BOP inmate population is housed outside of BOP facilities in alternative confinement. This includes private prisons, residential reentry centers RRCs (formerly known as community corrections centers, CCCs, or halfway houses), state and local facilities, and home confinement. In March 2006, the Executive Staff approved changing the Community Corrections Centers name to Residential Reentry Centers. This name change provides a clearer description of the services and programs being offered, associates the BOP's community-based programs with other reentry initiatives being implemented around the country, and clearly differentiates community-based programs from correctional facilities.

Community corrections staff throughout the nation utilize and oversee contract community-based confinement, provide case management services for inmates in contract facilities, and perform liaison activities with the U.S. Marshals Service (USMS), the U.S. Probation Service, the U.S. Parole Commission, Federal Courts, other federal agencies, state and local government agencies.

Since January 1982, the number of inmates managed in contract RRCs has increased from a daily population of 1,425 to a daily population of over 10,000 by the end of December 2009. Approximately 261 RRCs throughout the nation provide services to federal offenders, all of whom are preparing for their release to the community. These inmates are transferred from federal institutions to RRCs near the end of their sentence for transitional programming. Life skills, gainful employment, the reestablishment of family ties, and drug treatment are major aspects of transitional programs. Home detention is the last phase of incarceration for offenders who have demonstrated personal responsibility and positive programming while in BOP custody. Strict accountability procedures are required for inmates on home detention to continue the sanction of the sentence.

Since the mid 1980s, the BOP has contracted for the confinement of sentenced offenders in secure facilities. This gives the BOP the needed flexibility to manage a rapidly growing inmate population and to help control crowding. Growth is particularly significant among the BOP's low security level populations. The BOP has found that contract confinement is particularly suited to low and minimum security offenders. The great majority of inmates in BOP contract facilities are low

security, short-term, sentenced criminal aliens. The BOP has committed to contracting out these inmates, and continues to increase its use of secure contract facilities as a means of handling inmate crowding.

As the number of contract beds increases, the BOP remains vigilant and continues to monitor, evaluate and make appropriate changes to the management and oversight of contracts. The oversight and administration of these facilities are centralized, which ensures consistent, cost effective contract administration procedures across various regions and for different types of contracts.

Through the Privatization Management Branch (PMB), the BOP oversees the operation of secure contract facilities. Contracts are with private companies for facility operations. Staff from the PMB ensure that contractors adhere to established performance standards and facilitate communications between contract facilities and the BOP. The BOP is the largest user of secure contract confinement among all correctional jurisdictions in the country, with over 23,000 inmates in 13 privately managed secure facilities. Additionally, over 13,300 inmates are in RRCs, home confinement, short-term detention, juvenile facilities, or long-term boarders that are also privately operated.

Several categories of federal offenders are confined in smaller numbers in state, local, and private facilities. There are approximately 140 juveniles who must be separated from adult offenders and are placed as close to their respective residence as possible in state, local, and privately run community-based and secure facilities. Adult offenders whose lives might be endangered in federal facilities (protection cases) are placed in state correctional facilities. Offenders whose short sentences preclude transfer to a federal facility are placed in local jails to serve their sentences.

Mariel Cuban detainee placements into the BOP have been affected by the *Clark v Martinez* Supreme Court decision. The decision ruled that indefinite detention was not permissible if a criminal alien could not be returned to their country of citizenship. Consequently, the Department of Homeland Security, Immigration and Customs Enforcement (ICE), released nearly all of the Mariel Cuban detainees in BOP custody. As of December 15, 2009, BOP has a total of 10 Mariel Cuban detainees in its custody. This group represents detainees with mental health and medical needs that are inhibiting their release into the community.

Approximately 26 percent of the BOP inmate population are non-U.S. citizens. The BOP, ICE, and the Executive Office for Immigration Review (EOIR) work together to facilitate the Enhanced Institution Removal Programs (IRPs), first implemented in 1997. Fifteen institutions and contract facilities provide either TeleVideo capabilities or courtroom and office space for ICE and EOIR staff to process and complete deportation decisions. The expansion of TeleVideo is progressing within the privatized contract facilities, as well as numerous BOP complexes. The goal of the IRP is to complete removal proceedings for non-U.S. citizen inmates while serving their sentence, thus allowing ICE to remove them from the U.S. immediately upon release from BOP custody. As a result, ICE can minimize the number of non-U.S. citizen inmates detained after expiration of their sentence, and the BOP can manage its inmate population more efficiently by anticipating the needs of inmates who have a current order of deportation.

Following are Central Office functions for: Community Corrections and Detention Services Branch; Privatization Management Branch; and the National Institute of Corrections.

*The Community Corrections and Detention Services Branch (CCD)* is responsible for the general program and policy development for the BOP's network of approximately 261 contract residential reentry centers. CCD also works with contracting (CCC) to offer technical assistance in the acquisition process for RRC services. CCD provides technical assistance to the BOP's 23 community corrections offices in the areas of contract oversight, case management, inmate systems management, and financial management. Responsibility for the BOP's network of contract confinement facilities for federal juvenile offenders and short-term detention facilities also rests with the CCD.

The CCD is also responsible for liaison duties with BOP staff at all locations as well as other agencies regarding detention issues. Agencies include the USMS, ICE, EOIR, Office of the Federal Detention Trustee (OFDT), and other DOJ components. CCD staff work closely with the USMS on issues pertaining to housing USMS prisoners; with ICE on programs impacting criminal alien inmates and detainees, and efforts to maximize the IRP; and with the OFDT to comply with Congressional requirements including reports and pilot projects, and detention issues that affect BOP and USMS. In addition, CCD develops policy for pretrial prisoners; the IRP; and maintains the Memorandum of Understanding with the USMS.

*The Privatization Management Branch* is responsible for coordinating the BOP's efforts in managing a growing population of more than 23,000 inmates located in contractor operated secure correctional facilities. Staff from this branch oversee the management and operation of facilities, develop new requirements; establish policy and procedures; develop and manage contract budgets; and serve as liaisons between the contractors and the BOP and other members of the federal family.

#### National Institute of Corrections (NIC)

Also included in this decision unit is the National Institute of Corrections, a federal entity that is authorized by statute 18 USC 4351, to provide corrections assistance to state and local correctional agencies. NIC provides technical assistance either by sending a technical resource provider and/or staff to the requesting agency, or an individual or team of individuals from the requesting system visits another agency to gain expertise and experience in the specific area of concern. The NIC Academy is the training division that provides training and related services for state and local correctional practitioners. By developing and delivering training to prisons, jails and community corrections practitioners, the Academy enhances interaction among correctional agencies, other components of the criminal justice system, public policymakers, and concerned public and private organizations, thus improving correctional programming throughout the country. In FY 2009, the NIC provided training to more than 46,000 corrections professionals and others nationwide viewed NIC's satellite broadcasts and satellite training programs. In addition, more than 2,500 corrections professionals completed e-Learning courses through the NIC Learning Center. Further, the NIC was directed by Congress to conduct studies on subjects such as sexual abuse of inmates, state prison health care, location of alien detention facilities (i.e., Southwest Border), and Prison Rape Prevention under the Prison Rape Elimination Act. The NIC receives some reimbursement from other agencies for training and technical assistance, and works with the Office of Justice Programs, the Department of Health and Human Services, and other agencies to ensure that federal monies are maximized in state and local corrections settings.

**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit: Contract Confinement**

**DOJ Strategic Goal/Objective: 3.3 and 3.4**

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Changes		FY 2011 Request	
<b>Workload: Total End of Year Federal Inmate Population*</b>		208,759		208,759		215,759		7,000		222,759	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		35,220	\$5,600,792	35,220	\$5,600,792	35,682	\$6,086,231	2,431	\$447,548	38,113	\$6,533,779
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Changes		FY 2011 Request	
Program Activity	1. Contract Confinement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		405	\$840,933	405	\$840,933	413	\$961,112	0	\$49,203	413	\$1,010,315
Performance Measure	#/% of Contract Beds	37,005 / 18%		36,336 / 17%		38,797 / 18%		393/0		39,190 / 18%	
Performance Measure	Adult corrections personnel trained by NIC	50,000		46,234		Measure Discontinued				Measure Discontinued	

\*The chart above includes actual population numbers for FY 2009 and projected population numbers for FY 2010, and FY 2011. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, U.S. Sentencing Commission, Executive Office for United States Attorneys, Office of the Federal Detention Trustee, Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Data from United States Marshals Service indicates that as of December 30, 2009, there were 8,400 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

**Data Definition:** The low, medium and high crowding levels are based on a mathematical ratio of the number of inmates divided by the rated capacity of the institutions at each of the specific levels. System-wide: represents all inmates in BOP facilities and all rated capacity, including secure and non-secure (minimum security) facilities, low, medium and high security levels, as well as administrative maximum, detention, medical, holdover, and other special housing unit categories. Low security facilities: double-fenced perimeters, mostly dormitory housing, and strong work/program components. Medium security facilities: strengthened perimeters, mostly cell-type housing, work and treatment programs and a higher inmate-to-staff ratio than low security facilities. High security facilities: also known as U.S. Penitentiaries, highly secure perimeters, multiple and single cell housing, highest inmate-to-staff ratio, close control of inmate movement.

**Data Collection and Storage:** Data are gathered from several computer systems. Inmate data is collected on the BOP on-line system (SENTRY); personnel data is collected from the National Finance Center (NFC) database and from field locations reporting on a regular basis; and financial data is collected on the DOJ Financial Management Information System (FMIS). BOP also utilizes population forecast modeling in order to plan for future construction and contracting requirements to meet capacity needs.

**Data Validation and Verification:** Within BOP headquarters, staff in different divisions retrieve and verify data on a daily basis, analyze it, and formulate reports and projections. Subject matter experts review and analyze population and capacity levels daily, both overall and by security level. The BOP Capacity Planning Committee (CPC), comprised of top BOP officials, meets bi-monthly to review, verify and update population projections and capacity needs for the BOP. Offender data is collected regularly from the Office of the U.S. Courts by the BOP Office of Research in order to project population trends and the CPC reconciles bed space needs and crowding trends to strive to maintain adequate prison space in both federal prisons and contract facilities. The number of adult corrections staff trained by NIC is tracked on the NIC registrar's database. Corrections personnel must request and obtain approval for training through senior corrections officials who forward approved applications to the NIC registrar for entry into the database.

**Data Limitations:** Due to the unpredictable environment in prisons and other external factors, there may be discrepancies between projected and actual numbers contained in the performance tables. Most plans are developed based on historical data, past experience and joint agency efforts to project for the future. In addition, budget delays and shortfalls also affect performance results.

**PERFORMANCE MEASURE TABLE**

**Decision Unit: Contract Confinement**

Performance Report and Performance Plan Targets		FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	#/% of Contract Beds	26,287 / 15%	27,377 / 15%	27,893 / 15%	30,070 / 16%	32,697 / 16%	35,704 / 18%	37,005 / 18%	36,336 / 17%	38,797 / 18%	39,190 / 18%
<b>Performance Measure</b>	Adult corrections personnel trained by NIC	54,500	57,001	66,133	60,374	59,842	40,100	50,000	46,234	**	**

**N/A = Data unavailable**

\* Denotes inclusion in the DOJ Annual Performance Plan

\*\* Measure being discontinued.

### **3. Performance, Resources, and Strategies**

The Contract Confinement decision unit contributes directly to the Department's Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. Within this Goal, the decision unit's resources specifically address the Department's Strategic Objectives 3.3 and 3.4: Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System; and Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards.

#### **a. Performance Plan and Report for Outcomes**

BOP ended FY 2009 with 36,336 beds for contract capacity, which is 17.4 percent. This is an increase from 14.9 percent at the end of FY 2005, 15.6 percent at the end of FY 2006, 16.3 percent at the end of FY 2007 to 17.7 percent at the end of FY 2008. For FY 2010, BOP anticipates having 38,797 contract beds and projects 39,190 contract beds for FY 2011.

For FY 2009, NIC did not meet its target of 50,000. They did, however, train 46,234 adult corrections personnel. Training included viewing NIC's satellite broadcasts and satellite training programs. A contributing factor in not meeting the target was with the Information Center Contract which was protested for over a year and limited the amount of information that could be provided to state and local agencies. In addition, state and local agencies' budget issues resulted in a reduction in participants that were able to attain training.

#### **b. Strategies to Accomplish Outcomes**

Since federal inmate population levels are projected to continually increase and exceed the rated capacity of BOP facilities and current contracts, every possible action is being taken to manage institutional crowding and to ensure that federal inmates continue to serve their sentences in a safe and humane environment.

As a strategy to try to keep pace with inmate population growth, the BOP continues to request funds to add bed space via contracts and activation of new prisons. Adding capacity allows the BOP and DOJ to work toward the long-term goal of reduced system-wide prison crowding to approximately 15 percent. With the requested funds, the BOP will continue to add private and other contract beds, activate new facilities, and expand existing facilities.

## D. Management and Administration

<b>Institution Security and Administration TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$000,s)</b>
2009 Enacted w/ Rescissions	1,293	1,293	194,661
2009 Supplemental	0	0	0
2009 Enacted w/Rescissions and Supplementals	1,293	1,293	194,661
2010 President's Budget	1,293	1,293	200,476
Adjustments to Base and Technical Adjustments	0	0	9,495
2011 Current Services	1,293	1,293	209,971
2011 Program Increases	0	0	0
2011 Request	1,293	1,293	209,971
<b>Total Change 2010-2011</b>	<b>0</b>	<b>0</b>	<b>\$9,495</b>

### 1. PROGRAM DESCRIPTION: Management and Administration

This budget activity covers costs associated with general administration and provides funding including oversight functions of the executive staff and regional and central office program managers in the areas of: budget development and execution; financial management; procurement and property management; human resource management; inmate systems management; safety; legal counsel; research and evaluation and systems support.

The BOP is managed from a Central Office in Washington, D.C., where the Director, Assistant Directors, and Assistant Director/General Counsel guide the agency's headquarters functions, and the six regional offices, each of which is led by a Regional Director. The Executive Staff, which includes the Director, Assistant Directors, and Regional Directors, meet once per quarter to review all major issues and determine policy for the BOP. The management staff at each institution, including Wardens, Associate Wardens, and Executive Assistants, provide overall direction and implement policies. Staff training is provided on site at each institution, central office, regional offices, and training centers; and through external training provided by the Office of Personnel Management, National Institute of Corrections, other federal agencies, colleges/universities, and private agencies. The BOP sets and enforces high standards of training for personal and professional conduct in its workforce.

#### Central Office and Other Functions:

A summary of Central Office and other oversight functions for this decision unit is provided below:

The Executive Staff is comprised of the Director, six Regional Directors, and seven Program Assistant Directors and the Director of NIC in the central office and serve as the policy and decision makers for the BOP, with a span of control across the entire agency. They meet regularly in person and via videoconference and teleconference to establish and update strategic plans, goals and objectives, and to assess achievement and redirect strategies as appropriate and consistent with the President's Management Agenda and the DOJ Strategic Plan. The Executive Staff oversees BOP's resources; guides BOP's staffing, training and management development program; sets inmate and capacity standards; and develops and approves budget initiatives and operating plans.



The Office of Internal Affairs (OIA) reports to the Director and is responsible for investigating staff misconduct within the Bureau of Prisons (BOP). The OIA provides liaison and investigative assistance to the Department of Justice, Office of the Inspector General (OIG), when there are allegations of waste, fraud, mismanagement, and/or other improper activities by BOP employees, contract and Public Health Service employees working in BOP facilities, contract/halfway house employees, and staff working in privatized facilities. The OIA also coordinates with the OIG and/or the Federal Bureau of Investigation when investigations may lead to criminal prosecution or when there are allegations involving the abuse of an individual's rights under the constitution.

The Office of General Counsel provides legal advice, assistance, and representation to BOP officials in the areas of Correctional Law, Commercial Law, Real Estate and Environmental Law, Inmate Civil and Criminal Litigation, Inmate Remedies, Administrative Claims, Ethics, Equal Employment Opportunity Complaint Processing, Labor Law, Freedom of Information and Privacy Acts, Administrative Rulemaking, Alternative Dispute Resolution, and legislation affecting the BOP.

The Correctional Programs Division ensures a safe, secure institution environment for inmates and staff, and encourages inmate population activities and programs designed to eliminate idleness, instill a positive work ethic, and prepare offenders for successful community reentry. The Division provides leadership and policy direction in ten areas: correctional services, correctional programs, psychology services, religious services, inmate systems management, female offenders, inmate skills development, privatization management, community corrections, and detention services. Also, the Correctional Programs Division is responsible for answering inquiries from the general public, elected officials, the courts, and other law enforcement agencies concerning correctional issues, intelligence and counter terrorism, inmate correspondence, and administrative remedy filings.

*The Correctional Services Branch* has primary responsibility for security and custody issues. This includes oversight for emergency preparedness (to include Special Operations Response Teams, disturbance control, contingency planning and annual crisis management training), locksmith operations, inmate discipline, the inmate urinalysis program, and the intelligence gathering network. Additionally, this branch is responsible for monitoring and revising all program statements applicable to Correctional Services, as well as, develops specifications for all contracts related to weapons, chemical agents, and emergency equipment. This branch continues to seek ways to reduce violence in BOP facilities by providing incident preventive and response protocols for adaptation at the institution level. The initiatives include drug interdiction, operating and maintaining security posts within federal institutions, and enhancing the intelligence network for the detection and prevention of security hazards and breaches on federal property.

*The Intelligence and Counter Terrorism Branch* includes staff that are assigned to the National Drug Intelligence Center, FBI's National Joint Terrorism Task Force, the National Gang Intelligence Center, and the Gang Targeting, Enforcement and Coordination Center, and 10 separate Safe Streets Task forces throughout the country. The branch is also responsible for monitoring communications for all international and domestic terrorists held in BOP facilities and providing intelligence products to assist staff in effectively managing prison and street gangs.

*The Correctional Programs Branch* is responsible for planning, documenting, monitoring, and providing the delivery of correctional programs and services to inmates. The branch provides guidance, instruction, and technical support to field staff in the areas of witness security, the central inmate monitoring system, unit management issues and training, case management, policy development, inmate financial responsibility program, inmate classification, treaty transfer program, and DC Offender issues. The branch also provides oversight for the receiving and discharge, mailroom, and select records office functions at institutions. This branch implements individual pre-release planning for inmates' successful reintegration into the community through the implementation of policy. Additionally, the Branch provides services to victims and witnesses of federal crimes to ensure their rights are upheld, their dignity and privacy respected, and their safety protected. Unit Management, an integral part of Correctional Programs, determines inmate program needs and encourages pro-social institution and community behaviors that benefit inmates, staff, victims and society. This is accomplished through functional unit management and effective interaction.

*The Designation and Sentence Computation Branch* is responsible for policy development related to sentence computations, performing the sentence calculations, admission and release of inmates, initial designation of the place of confinement as well as the creation and delivery of classroom-based and multimedia training programs for these policy areas from a central location. The branch also has responsibility for coordinating airlift and bus movement of federal inmates in conjunction with the Detention Trustee, the Justice Prisoner Alien Transportation System in Kansas City, and U.S. Marshals throughout the United States, territories and possessions. The branch monitors various court rulings and decisions, modifications to statutes, updates to the U.S. Sentencing Guidelines, Administrative Office of the U.S. Courts policies and procedures and the U.S. Parole Commission rules and practices in order to stay abreast of current developments in the federal criminal justice system and amend policies and procedures to incorporate these changes. The branch responds to inmate Administrative Remedies, controlled correspondence signed by the BOP Executive Staff, written and telephonic inquiries from law enforcement, state and local corrections agencies, prosecutors and defense attorneys at all levels of the government, and public inquiries on related issues.

The Female Offender Program Administrator works with BOP staff at all levels to ensure female offenders receive appropriate programs and services. Additionally, the Administrator works with other BOP divisions to ensure programs are designed and implemented to meet the needs of incarcerated parents and their children.

The following summarizes the Central Office responsibilities for: Psychology Services Branch; Chaplaincy Services Branch; Inmate Skills Development Branch; Sex Offender Certification Review Branch and the Health Services Division.

*The Psychology Services Branch* is responsible for planning and monitoring the delivery of psychology services, forensic evaluations for federal offenders, the suicide prevention program, psychological evaluations for the community witness protection program, the employee assistance program, and the development and implementation of unit-based psychology treatment programs, e.g. mental health programs, adjustment programming, etc., and victims assistance training. In addition, the Branch is responsible for drug abuse treatment and sex offender treatment program initiatives through standardized drug education programs, intensive residential treatment programs, non-residential treatment programs, follow-up to residential drug

abuse treatment programming when transferred to general population, and community transition programming.

*The Chaplaincy Services Branch* facilitates opportunities for free exercise of religion by federal inmates while extending this mission of pastoral care to institution staff members as their personal spiritual needs may require. This Branch has provided extensive educational materials to ensure that BOP provides for all faith groups, consistent with the Religious Freedom Restoration Act, the Religious Land Use and Institutionalized Persons Act, and the First Amendment. Beginning in FY 2002 and continuing today, this branch has the responsibility for oversight of the residential Life Connections pilot programs. In 2009, there are 265 Chaplains serving 31 faith traditions throughout the BOP's 115 institutions. In addition, the BOP has around 7,000 volunteers and 245 contracted religious service providers. The BOP incorporated 1,238 individual mentors into mentoring relationships with inmates in the Life Connections Program.

*The Inmate Skills Development Branch* coordinates efforts across the BOP's Divisions to implement skill development and reentry initiatives, which will enhance efforts to equip inmates with the necessary skills and resources to succeed upon release to the community. The Branch also provides a centralized point of liaison with external agencies involved in this effort. The Branch is focused on developing a competency-based model with measurable and demonstrable outcomes to improve offenders' reentry skills and achieve a reduction in recidivism, reduce public costs and promote public safety.

*The Sex Offender Certification Review Branch* was established in May of 2007 as the result of the Adam Walsh Child Protection and Safety Act of 2006. The branch reviews inmate cases to determine whether necessary conditions are met for civil commitment as a sexually dangerous person. The Branch conducts multiple tiers of review to ensure every sex offender is properly examined.

Inmate cases are identified and reviewed prior to their release, and undergo a range of risk assessments and psychological reviews, the results of which are utilized to determine a probability of risk for committing another sexual offense. Those identified as being at higher risk of sexual recidivism are reviewed by a Certification Review Panel, which determines whether to certify the individual as a sexually dangerous person. When a federal court concludes an individual is a sexually dangerous person the Branch ensures the individual is placed in a treatment program for sexual offenders operated by the Psychology Services Branch.

An estimated 20,000 inmates have been identified as sex offenders in the Bureau of Prisons and to date 15,000 inmates have been reviewed by the Branch. The number of sex offenders is expected to grow with the increased prosecution of child pornography and exploitation of children cases. Approximately 400 sex offenders are reviewed monthly by the Sex Offender Certification Review Branch.

#### Inmate Transition Branch

The Inmate Transition Branch (ITB) mission is to strengthen existing and establish new BOP programs that enhance the post release employment of federal prisoners and the use of community, staff, and inmate volunteers.

To accomplish its mission, the ITB has pioneered the design for institution mock job fairs. In addition, employment resource centers are being activated in all federal prisons. To further enhance employment opportunities, prisoners that are close to release prepare employment folders that include all documents critical for post release employment.

Since 1996, the ITB has assisted in the conduct of nearly **850** mock job fairs in federal prisons. More than **36,000** inmates and over **10,000** employer and community organization/agency representatives have participated. In addition, ITB staff have assisted state prisons, regional jails and federal probation services to hold both real and mock job fairs.

Volunteer programs play a major role in the sequence of pre-release activities. As part of the oversight responsibility of the branch, institutions are provided guidance and policy to recruit volunteers who support the development of inmate pre-release skills. Through their own volunteer activities, inmates may strengthen character and improve interpersonal skills. Staff engage in program efforts that clearly project the agency's commitment to education, faith, environment, public safety and welfare of the surrounding community.

The Health Services Division comprises three primary program functions: inmate health care, safety and environmental health, and food services. The Medical Director's Branch, in collaboration with the Operations Branch, ensures that inmates are provided medically necessary health care in accordance with proven standards of care without compromising public safety concerns. The Safety and Environmental Health Section is responsible for a safe and healthy environment in which staff and inmates can work and live. The Food Service Section establishes requirements for healthy, nutritionally sound, and appetizing meals that meet the needs of the general population and those at nutritional risk.

*The Occupational Safety Section* provides technical expertise throughout the Bureau of Prisons for all issues and questions concerning compliance with the 29 Code of Federal Regulations, Part 1910 Occupational Safety and Health General Industry Standards and 29 Code of Federal Regulations, Part 1926 Occupational Safety and Health Construction Standards.

*The Environmental Compliance Section* provides technical expertise throughout the Bureau of Prisons for all issues and questions concerning environmental compliance environmental management systems (EMS). Often, this is accomplished by conducting environmental compliance and EMS audits at all Bureau facilities.

*The Fire Protection Section* provides technical expertise throughout the BOP for all issues and questions concerning compliance with the National Fire Codes. In addition, this section provides oversight, coordination, evaluation, and monitoring of policy for all Bureau facilities fire protection and life safety projects.

The combination of recent terrorist activity, natural disasters, and the Presidential directive on homeland security (HSPD-5) has focused attention on the response capabilities of all federal agencies. Therefore, the National Incident Management System (NIMS) Incident Safety Officer program has been implemented throughout the BOP. All incident Safety Officers serve as subject matter experts for any chemical, biological, radiological, nuclear, and explosive (CBRNE) incidents. Additionally, the incident response section designs and implements "shelter-in-place" plans, decontamination protocols and training for all BOP facilities.

*The Workers Compensation Section* provides compensation benefits to BOP employees for injury or disease sustained while in the performance of duty according to the Federal Employees Compensation Act (FECA). Use of the Veterans Administration Workers' Compensation Management Information System (WCMIS) electronic filing program has reduced the amount of late or lost claim submissions, allowing the BOP to meet the Presidential Safety, Health and Return to Employment Initiative (SHARE) for timeliness. In FY 2009, there were 2,516 new claims for compensation benefits, a 1.3 percent increase from 2008. The total chargeback costs for FY 2009 were \$61.1 million, a 9.4 percent increase from 2008. The total injury rate for FY 2009 was 6.9 per 100 employees, a 1.2 percent increase from 2008. Approximately 90 percent of the compensation costs result from long-term cases that are more than one year old. The utilization of Temporary Duty Assignments has aided in preventing many cases from being on the long term rolls. Additionally, the BOP has a contract for the long term case management of 140 cases.

The Human Resource Management Division (HRMD) is responsible for the development, implementation, and administration of all human resource (HR) and training policies and programs that meet the regulatory requirements of the federal government.

*The Affirmative Employment Programs Branch* plans, develops, and implements the Bureau of Prisons (BOP) Federal Equal Opportunity Recruitment Program, Disabled Veterans Affirmative Action Program, Section 501 Rehabilitation Act Program, and Title VII Affirmative Employment Program; monitors compliance with the Equal Employment Opportunity Commission's (EEOC) Management Directive 715 (MD-715), and various Executive Orders concerning recruitment, hiring, and advancement of staff; provides management staff with techniques and procedures to assess, identify and eliminate barriers to the recruitment, hiring, advancement and retention of staff; monitors the recruitment efforts at all levels to ensure a diverse pool of qualified applicants are available for positions BOP-wide; and develops and implements the Diversity Management Program.

*The Personnel and Staff Development Branch (PSDB)* consists of five sections which develop and administer agency policy and procedures as well as providing guidance and service in Employee Services to all locations. The branch also works to ensure employees receive all benefits, rights and entitlements related to staff training and development, employment issues, performance, pay and incentives. The Classification and Compensation Section (CCS) ensures all positions are properly classified and provides guidance and policy for pay issues. The Staffing and Employee Relations Section (SERS) ensures appropriate staffing procedures are utilized, which includes the development of agency policy and national procedures based upon Executive Orders, laws, or regulations. SERS also provides guidance on merit promotion procedures, hiring practices, and student programs; manages the recruitment, relocation, and retention incentives programs, Intergovernmental Personnel Act activity, above the minimum rate requests for superiorly-qualified hires, student loan repayments, waivers to the maximum entry age requirement, the national incentive awards and employee performance programs, work life program, the leave program; and in partnership with the Staffing Section in Grand Prairie, administers the Management Selection System for Warden and Associate Warden positions. The Special Projects Section (SPS) works with subject matter experts on reviewing and updating current crediting plans and developing new plans and elements based on position changes, changes to standards, or agency need.

Upgrades, development and implementation of technology within the workings of the PSDB and in support of a variety of field programs are carried out by the *Workforce Systems and Evaluation Section (WSES)*. The staff develop cost savings initiatives to provide optimal human resource services in a more efficient manner and implement the use of technology to further improve service to staff. These initiatives include automating the performance appraisal system as well as using a web-based program for exit interviews on departing staff. Additionally, they have developed automated procedures for the consideration and selection of PHS staff for upper management positions. They are also the resource for a wide variety of statistical data and reports derived from the agency's automated systems.

*The Training and Staff Development Section (TSDS)* has developed tailored training based on individual needs by utilizing qualified and highly knowledgeable BOP staff as well as contracting with distinguished training institutions. As a result, the Leadership Enhancement and Development (LEAD) Program is in its eighth year and continues to provide training and developmental activities linked specifically to leadership competencies necessary to be effective at the highest level of the agency.

The TSDS continues to maintain, enhance, and service the BOP Learn System (TMS). Currently, BOP Learn is being upgraded from the 3.5 version of SABA's Learning Management System to the 5.3 version of the software. This upgrade will position the BOP to be able to comply with OPM's Enterprise Human Resources Integration training data reporting requirements. In addition, the upgrade will enhance the BOP effectiveness in the delivery and tracking of training, training compliance management (auditing), succession planning and employee performance management. These enhancements will ensure that the Bureau's training programs and strategies continually align with the Department of Justice and the government's goals and initiatives.

*The Labor Management Relations Branch* provides expert advice and guidance on matters relating to the employees' union, employee grievances, and employee disciplinary actions; provides agency representation before administrative third parties; provides advice on local negotiations and represents the agency at national negotiations.

*The Ombudsman Program* provides staff a confidential, independent, and neutral resource outside of the formal reporting process. The Ombudsman Program is directed by a senior independent staff person who reports to the Director. The Ombudsman serves as a designated neutral who is available for all staff to assist with work related concerns, issues, or problems. The Ombudsman Program is voluntary and is an additional resource for staff which does not replace any existing formal processes for a redress of grievances or complaints, nor does it alter the time frames involved in those processes.

The Information, Policy, and Public Affairs Division facilitates the sharing and dissemination of information within the BOP and to external constituents, including Congress, other components of the federal government; state and local governments; members of the criminal justice community; the media; and the general public. The Division includes the offices of Public Affairs, Communications and Archives, Legislative Affairs, Research and Evaluation, Information Systems, Policy Information Management.

*The Office of Public Affairs* is responsible for agency media relations and serves as official Spokesperson for the agency. The office is responsible for planning, developing, and

implementing media strategies to respond to inquiries that are controversial, highly complex, and sensitive in nature. The office serves as principal contact and provides overall media guidance to the Bureau's regional and institution public information officers (PIOs) and has overall responsibility for the training of all agency PIOs. The Office of Public Affairs briefs the Director of the Bureau of Prisons daily regarding the content of news media reports that could impact agency operations and compiles news clips that are published for all agency staff. Additionally, the office serves as the liaison with foreign governments and international organizations requesting information, tours, and briefings with the agency.

*The Office of Communications and Archives* is responsible for communications functions, archival and historical programs, and provides a wide range of information services to the public, law enforcement, and other organizations. It conducts historical research and develops publications and special presentations on BOP history for both internal and external audiences; responds to requests from BOP offices, other federal agencies, scholars, the press, and the general public for historical information and records; collects and preserves historical records and artifacts; and develops displays on BOP history. Communications & Archives develops projects, publications, and communications that enhance public knowledge of BOP and its programs; is responsible for content management of the Bureau's public website and Sallyport; serves as the primary editor for agency communications; and maintains liaison with foreign governments and international organizations requesting technical assistance, advice, and information.

*The Office of Legislative Affairs* works closely with the DOJ Office of Legislative Affairs in all areas. The office's major functions include: tracking and analyzing legislation of interest to the BOP; maintaining contact with Members of Congress and their staff; responding to Congressional inquiries and concerns; preparing the Director and other staff for Congressional hearings and visits with members of Congress; coordinating implementation of new laws; and coordinating tours for Congressional members and/or their staffers and others.

*The Office of Research and Evaluation* supports the mission of the BOP by conducting rigorous social science research to evaluate inmate and staff programs, agency policies, and operational practice. Additionally, the Branch has developed and continues to maintain an interactive web-based system for monitoring operational information to support management decisions and measure operational performance (key indicators/strategic support system), responds to information and technical assistance requests, and processes research proposals. The Research Office generates and distributes reports on such topics as institution social climates, escapes, inmate classification, inmate programs, inmate misconduct, and privatization. The office also responds to requests for prison impact assessments and information or technical assistance from BOP staff and outside agencies. Finally, the Office of Research provides the agency with critical information and analyses regarding issues such as population projections, medical and epidemiological studies such as the prevalence of HIV conversion and the expected demand for various medical services on some time horizons, inmate misconduct, gang behavior, performance measurement, and classification with respect to both security and medical needs of each inmate.

*The Policy Information Management Branch* is responsible for forms development and management, electronic publishing, records management and the electronic Freedom of Information Act reading room. The branch is also responsible for system wide management of agency directives and quality assurance before and after issue. This branch's National Policy Management Office is responsible for facilitating the development of well written,

understandable, and meaningful policy that effectively guides BOP employees in their day-to-day tasks and responsibilities. This is accomplished by providing written guidance to policy developers (e.g., helping Central Office staff write outcome based objectives for policy), involving bargaining unit employees in the policy development process, carefully reviewing newly developed policy for clarity and consistency, conducting a meaningful clearance process involving subject matter experts, and authenticating policy by ensuring appropriate approvals have been received prior to publication and distribution. Finally, this branch serves as a liaison with the National Archives and Records Administration, assisting in the transfer of records to the National Archives and providing staff with training and advice on records management procedures.

*The Office of Information Systems* ensures the provision of current, automated data and information systems for all BOP locations. Responsibilities include: computer services, the agency internet and intranet sites, application system development, technical support, personal computer support, financial systems, and field support. The Office of Information Systems also includes the Office of Security Technology, which is responsible for identifying, evaluating, assisting, and developing security technology initiatives and equipment within BOP and establishing relationships with other federal and state law enforcement agencies regarding such technology.

The Program Review Division is responsible for analyzing BOP programs and guiding BOP managers in the assessment of their operations. The division assists management in the strategic planning process, coordinates and monitors oversight activities of audit and regulatory authorities, and ensures that effective management and operational procedures exist throughout the BOP. Additionally, the division's chief executive serves as the BOP's Competition Advocate and Limited English Proficiency Liaison.

*The Program Review Branch*, composed of 15 different discipline sections, conducts program reviews of BOP programs at all levels and locations for compliance with the laws, regulations and policy, adequacy of controls, efficiency of operations, and effectiveness in achieving program results. The Program Review Branch is also responsible for monitoring the agency's secure adult correctional contract facilities to assure inmates housed in contracted privatized facilities are confined in a safe and secure environment in accordance with all applicable laws, regulations, and correctional standards.

*The Strategic Management Branch (SMB)* is responsible for monitoring and analyzing BOP programs to provide timely and relevant information about specific program performance and BOP-wide patterns and trends, and is responsible for creating and overseeing national policy on Institution Character Profiles (ICP) and Pilot Programs.

*The External Auditing Branch (EAB)* provides program management in the area of American Correctional Association (ACA) accreditation, Office of Inspector General (OIG), and Government Accountability Office (GAO). The EAB and the SMB fall under the Planning and Analysis Section (PAS) which serves as the liaison for BOP's contacts with external audit authorities, and is responsible for coordinating Integrity Act issues.

The Administration Division provides the resources and support necessary for BOP to perform in an effective and efficient manner. This includes the development of budget requests; the stewardship of financial resources; procurement and property management; the design and



construction of new correctional facilities; the renovation and maintenance of existing facilities; and other administrative support services. The following paragraphs describe the functions of the Branches and the positions may be included in both the BOP's Salaries and Expenses and Buildings and Facilities appropriations.

*The Budget Development Branch* formulates BOP's resource requests including budget submissions, amendments, supplemental requests, prison impact assessment estimates and resource reprogrammings; justifies the budget estimates by preparing formal budget exhibits, written testimony and detailed data which support the agency's funding requests before the Department of Justice, the Office of Management and Budget, and the House and Senate Appropriations Subcommittees; and represents the BOP at various interagency budget related workgroups.

*The Budget Execution Branch* encompasses the planning and control process from the point of enactment of the appropriations through the obligations and expenditure of resources and achievement of resource goals. The Budget Execution Branch's primary objective is to ensure that the BOP does not exceed obligation, workyear, and position levels prescribed by Congress in Public Law on an annual basis. To ensure this objective is met, the Branch focuses on the following: determine if adequate funding and positions are available to effectively carry out the mission of the BOP within approved levels; provide guidance involving the interpretation and application of budget execution concepts and requirements to Regions, Central Office, and Training Centers; develop and maintain BOP policy by ensuring that Budget Execution program Statements are consistent with external governing agencies regulations (i.e., Office of Management and Budget and the Department of Justice); ensure financial reports required to be submitted to outside agencies provide an accurate picture of the financial status of the BOP; and develops, maintains, and coordinates specialized training courses for BOP Budget Analysts.

*The Finance Branch* ensures that all financial transactions are recorded in an accurate and timely manner in the financial management system in order to produce the financial reports necessary for monitoring the financial status of the BOP and its institutions; develops BOP accounting policies and internal controls to ensure compliance with the requirements of the Department of Justice, the Office of Management and Budget, the General Services Administration, and the Department of Treasury; disburses Central Office vendor and travel payments; manages contract programs which support the financial management mission of the BOP such as the Government-wide Travel Charge Card Program, the third party draft program, the BOP Travel Management Center contract; develops specifications for the design and operation of the BOP's financial management system; and prepares the annual Financial Statement of the Federal Prison System required by the Chief Financial Officer Act of 1990 and the Government Management Reform Act of 1994 (GMRA).

*The Capacity Planning and Site Selection Branch* coordinates and analyzes information related to capacity planning, covering such varied areas as female offender needs, the D.C. felon requirements, detention requirements, medical facilities, new facilities construction and contract confinement. The Branch also produces and updates the BOP's Capacity Plan, which is the official composite for the determination of correctional capacity requirements; assists the Office of Research in developing population projections by population subgroups based on data from the Administrative Office of the U.S. Courts, and is responsible for reviewing rated capacity changes (i.e., renovations) at each institution and assuring that those changes are properly reflected in SENTRY. The branch identifies sites for new correctional facilities; provides public

information programs for local officials and the general public to garner support for proposed facilities; and coordinates the development of the required environmental impact studies.

*Facilities Management Branch* directs and monitors the existing institution modernization and repair program and the vehicle fleet; establishes policy governing the maintenance of existing facilities; and provides technical support to both BOP staff and outside entities regarding architectural, engineering, and facilities issues.

*The Design and Construction Branch* is responsible for the planning, design, and construction of new institutions for the BOP; develops design and related technical standards and policies for development of new BOP facilities; participates in BOP's long range capacity expansion planning; and provides technical advice and support within BOP and to outside entities related to architectural, engineering, construction, and project management issues.

*Procurement Executive's (PE) Office* has the responsibility and oversight for all Bureau acquisitions and real and personal property accountability. In addition, the PE's Office is responsible for the management and training of the Bureau acquisition workforce. This includes ensuring acquisition staff receive all required training and have proper warrant authority to procure goods and services for the Bureau. The PE's Office is comprised of the Acquisitions Branch, Property and Construction Branch, Field Acquisition Office, and Compliance and Review Section.

*The Acquisitions Branch (AQB)* develops BOP-wide procurement policy to ensure supplies and services needed to operate correctional facilities are acquired in a timely manner, within federal statutory regulations, and at the best value to the Government. The AQB is responsible for maintaining a competitive business arena and protecting the integrity of the BOP's national procurement program. The AQB solicits, awards, and administers contracts for projects with national scope and impact. For example, the AQB awards national contracts in the areas of community corrections, relocation services, weapons, ammunition, and information technology (IT) equipment, including the inmate telephone system and the BOPNet program for IT equipment. The AQB provides procurement oversight, and oversees the largest purchase card program in the Department of Justice. The AQB provides direct contract services and develops procurement and oversight policies for the private operation and management of secure adult corrections/detention facilities. The value of these contracts is in the hundreds of millions of dollars.

*The Field Acquisition Office (FAO)* solicits, awards, and administers contracts over \$100,000 for the day-to-day operation for all BOP institutions and six regional offices. The FAO is also responsible for oversight of the procurement operations at all BOP institutions. This includes staff assistance, training on contractual matters, conducting on-site and mail-in reviews of all acquisitions; credit card purchases, contracts, purchase orders, and contract administration.

*The Property and Construction Branch (PCB)* develops, administers, and provides oversight of the BOP Design-Build construction contracting program which includes the acquisition, design, and construction of all new prison facilities throughout the United States; establishes all utility contracts (i.e., electric, water, sewer, telephone and natural gas) for all newly constructed prison facilities; procures and administrates Architect/Engineering (A/E) services for renovation studies on 50+ year old prison facilities (33) throughout the United States; acquires site evaluation and environmental analysis services for the investigation of potential locations and specific sites for

new prison facilities; is responsible for the acquisition and oversight of professional Construction Management Firm contracts to provide inspection and quality assurance during the construction of new prison facilities; provides guidance and oversight to regional offices and institutions in the specialized areas of design/build, A/E construction, utility service, and construction management contracting; and develops and conducts training to all BOP procurement staff in the specialized area of construction contracting.

In addition, the PCB maintains accountability for real and personal property through the SENTRY system; conducts periodic quality assurance reviews of BOP facilities to ensure compliance with accounting standards; updates and disseminates BOP Property Management policy, as required; conducts annual training for BOP staff assigned property management responsibilities; reviews, processes, and ensures approval for temporary permits/easement requests to construct, install, operate, and maintain various services (sewer, water, gas, electric) and right-of-ways; reviews, processes, and ensures approvals for requests to lease office, warehouse, and parking space; acquires and distributes excess personal property to BOP facilities located throughout the United States; maintains the staff quarters rental rate program for more than 700 staff residences at 33 sites; and provides oversight of the Transit Subsidy Program involving over 6,400 staff participating at approximately 83 sites through out the BOP.

Finally, *the Trust Fund Branch* provides commissary services; ensures the financial integrity of the Trust Fund and Inmate Deposit Fund; implements and manages a BOP-wide inmate telephone calling program; and provides management oversight for the laundry and warehouse operations.

**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit: Management and Administration**

**DOJ Strategic Goal/Objective: 3.3**

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Changes		FY 2011 Request	
<b>Workload: Total End of Year Federal Inmate Population*</b>		208,759		208,759		215,759		7,000		222,759	
<b>Total Costs and FTE</b>		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
		35,220	\$5,600,792	35,220	\$5,600,792	35,682	\$6,086,231	2,431	\$447,548	38,113	\$6,533,779
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY2011 Program Changes		FY 2011 Request	
		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
<b>Program Activity</b>	1. Management and Administration	1,293	\$194,661	1,293	\$194,661	1,293	\$200,476	0	\$9,495	1,293	\$209,971
<b>Performance Measure</b>	Facilities accredited: ACA	99%		99%		99%		0		99%	
<b>Outcome</b>	Per Capita (Operating) Costs NOTE: Does not include construction costs	\$72.87		\$74.66		Measure Discontinued				Measure Discontinued	

\*The chart above includes actual population numbers for FY 2009 and projected population numbers for FY 2010 and FY 2011. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, U.S. Sentencing Commission, Executive Office for United States Attorneys, Office of the Federal Detention Trustee, Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Data from United States Marshals Service indicates that as of December 30, 2009 there were 8,400 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

**Data Definition, Validation, Verification, and Limitations:** The BOP strives to have all facilities accredited within two years of activation by the American Correctional Association (ACA).

**Data Definition:** The low, medium and high crowding levels are based on a mathematical ratio of the number of inmates divided by the rated capacity of the institutions at each of the specific levels. System-wide: represents all inmates in BOP facilities and all rated capacity, including secure and non-secure (minimum security) facilities, low, medium and high security levels, as well as administrative maximum, detention, medical, holdover, and other special housing unit categories. Low security facilities: double-fenced perimeters, mostly dormitory housing, and strong work/program components. Medium security facilities: strengthened perimeters, mostly cell-type housing, work and treatment programs and a higher inmate-to-staff ratio than low security facilities. High security facilities: also known as U.S. Penitentiaries, highly secure perimeters, multiple and single cell housing, highest inmate-to-staff ratio, close control of inmate movement.

**Data Collection and Storage:** Data are gathered from several computer systems. Inmate data is collected on the BOP on-line system (SENTRY); personnel data is collected from the National Finance Center (NFC) database and from field locations reporting on a regular basis; and financial data is collected on the DOJ Financial Management Information System (FMIS). Once an ACA audit is completed, an electronic report is received from the ACA.

**Data Validation and Verification:** ACA reports are maintained by BOP Central Office in GroupWise shared folders by institution, in WordPerfect files, and a hard copy is filed in an institution folder.

**Data Limitations:** Due to the unpredictable environment in prisons and other external factors, there may be discrepancies between projected and actual numbers contained in the performance tables. Most plans are developed based on historical data, past experience and joint agency efforts to project for the future. In addition, budget delays and shortfalls also affect performance results.

**PERFORMANCE MEASURE TABLE**

**Decision Unit: Management and Administration**

Performance Report and Performance Plan Targets		FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	*Facilities accredited: ACA	90%	94%	99%	99%	100%	100%	99%	99%	99%	99%
<b>OUTCOME Measure</b>	Per Capita (Operating) Costs NOTE: Does not include construction costs	\$63.51	\$63.57	\$64.19	\$67.00	\$68.28	\$70.75	\$72.87	\$74.66	**	**

N/A = Data unavailable

\* Denotes inclusion in the DOJ Annual Performance Plan

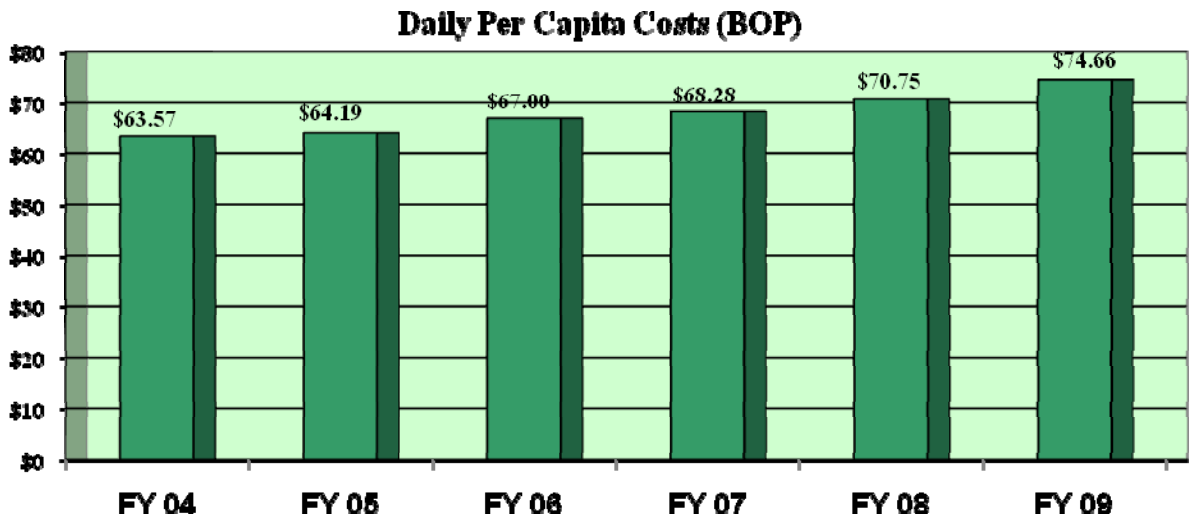
\*\* Measure being discontinued.

### 3. Performance, Resources, and Strategies

The Management and Administration decision unit contributes directly to the Department's Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. Within this Goal, the decision unit's resources specifically address the Department's Strategic Objective 3.3: Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System.

#### a. Performance Plan and Report for Outcomes

As illustrated in the preceding Performance and Resources Table, the outcome measure for this decision unit is Per Capita Operating Costs.



Note: FY 2004 – FY 2009 are actual Per Capita costs.

In FY 2007 and 2008, the BOP achieved 100 percent accreditation by the American Correctional Association (ACA). For FY 2009, BOP met its target of 99 percent. For FY 2010, and FY 2011 the targets will remain at 99 percent for ACA accreditation.

#### b. Strategies to Accomplish Outcomes

Dependent on funding and population needs, the BOP will continue to add capacity efficiently and cost-effectively through expansions of existing facilities, the acquisition and conversion of military and other properties to prison use, utilization of contract facilities and the on-going design and construction of new prisons, and through the BOP's intense on-going maintenance program (Modernization and Repair) to maintain the infrastructure of federal prisons and protect taxpayer dollars. The BOP will continue to monitor staffing ratios, inmate misconduct, schedule regular accreditation/re-accreditation for its facilities, and strive to increase staffing to maintain safety and security.

## V. Program Increases by Item

### Program Increases

<b>Item Name:</b>	<b><u>Institution Population Adjustment</u></b>
Budget Decision Unit(s):	<b><u>Inmate Care &amp; Programs &amp; Institution Security &amp; Administration</u></b>
Strategic Goal(s) & Objective(s):	<b><u>Goal 3; Objectives 3.3 and 3.4</u></b>
Organizational Program:	<b><u>Population Adjustment</u></b>
Program Increase: Positions <u>+0</u> Correctional Officers <u>0</u> FTE <u>+0</u> Dollars <u>+\$32,366,000</u>	

#### Description of Item

The BOP is requesting \$32,366,000 for marginal costs associated with inmate population growth. In accordance with DOJ's Goal/Objectives 3.3 and 3.4, the BOP's primary objectives are to maintain a safe and secure environment for inmates and staff in prison facilities, and provide work and other self-improvement opportunities to assist offenders in returning to their communities as productive law-abiding citizens. Without a cost adjustment to manage the additional inmates, the BOP will be unable to fulfill its required responsibilities included in the DOJ goal.

#### Justification

The BOP has no control over the number of inmates who come into federal custody, the length of time they stay in prison, or the skill deficits they bring with them. The increasing numbers of offenders sentenced to prison each year creates a tremendous workload for existing staff. Sentence computation and security level designations, admissions and orientation processes, intake screenings for medical and psychological problems, issuance of clothing and supplies, as well as work and programming assignments all have to be completed for each inmate sentenced.

It is projected that at least 3,217 net new inmates will be absorbed in the BOP's existing facilities in FY 2011, and the marginal cost, is estimated at \$10,061 per inmate. The resources in this request will enable the BOP to meet the marginal costs of providing security, food, medical care, clothing, unit management, education, records, and maintenance associated with the population increase.

The federal inmate population has grown dramatically over the past 2 decades. While the BOP is no longer experiencing the dramatic population increases of between 10,000 and 11,400 inmates per year that occurred from 1998 to 2001, the increases are still significant. In FY 2009, the inmate population increased by 7,091 new inmates and an increase of 7,000 per year is expected for 2010 and 2011. The federal inmate population levels are projected to increase and continue to exceed the rated capacity of the BOP institutions and current contract facilities. As a result, the BOP is taking every possible action to ensure both public safety and the safety of staff and inmates within BOP institutions, while keeping prison crowding at manageable levels. The BOP is committed to federal inmates serving their sentences in safe and humane environments, while receiving the necessary programs to afford opportunities for positive change.

The BOP has a responsibility to provide inmates with opportunities to participate in programs that provide them the ability to develop the skills they need to lead crime-free lives after release. Research demonstrates that opportunities for work experience, education, substance abuse

treatment, and other self-improvement programs are vital to breaking the cycle of crime in this country.

**Impact on Performance (Relationship of Increase to Strategic Goals)**

Without this funding, the BOP will need to reduce and/or eliminate inmate program opportunities and will not have the funding to care for additional inmates. This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 “Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System” and 2) 3.4 “Provide services and programs to facilitate inmates’ successful reintegration into society, consistent with community expectations and standards”.

**Funding**

**Base Funding**

FY 2009 Enacted (w/resc./supps)				FY 2010 Enacted				FY 2011 Current Services			
Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)
0	0	0	0	0	0	0	0	0	0	0	\$0

**Personnel Increase Cost Summary - See Cost Input for additional information**

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
<b>Total Personnel</b>	See Cost Input		\$5,325	\$0

**Non-Personnel Increase Cost Summary – See Cost Input for additional information**

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
<b>Total Non-Personnel</b>	See Cost Input		\$27,041	\$0

**Total Request for this Item**

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
<b>Current Services</b>							
<b>Increases</b>	0	0	0	5,325	27,041	32,366	0
<b>Grand Total</b>	0	0	0	\$5,325	\$27,041	\$32,366	\$0



**Item Name:** Increase Staffing  
**Budget Decision Unit:** Inmate Care and Programs and Institution Security & Administration  
**Strategic Goal(s) & Objective(s):** Goal 3; Objectives 3.3 and 3.4  
**Organizational Program:** Staffing

Program Increase: Positions 0 Correctional Officers 0 FTE 1,200 Dollars \$59,055,000

#### Description of Item

The BOP is requesting funding to increase institution staffing levels in FY 2011. The funding and FTEs will allow the BOP to fill authorized positions that have remained vacant due to strained budgets.

#### Justification

Operating the Federal Prison System at 36 percent over rated capacity without commensurate personnel increases has placed severe demands on staff. Prison overcrowding is commonly related to an increase in inmate idleness, inmate violence, and inmate litigation. Insufficient institution staffing levels can seriously compromise the security of our federal prisons, endangering life and property. A recent BOP study found that an increase in either prison crowding (the percent of inmates above rated capacity) or staff span of control (the number of inmates supervised per staff member) leads to an increase in serious assaults. The study concluded that an increase of one inmate in a federal prison's inmate to custody staff ratio increases the prison's annual serious assault rate, by approximately 4.5 per 5,000 inmates, independent of all control variables. The number of inmates in BOP operated facilities has grown by 37 percent from 125,560 in 2000 to 172,423 in 2009, while BOP operations staff increased by just 15 percent, from 30,382 in 2000 to 34,914 in 2009. As a result, the BOP inmate-to-staff ratio increased to 4.9 to 1 in 2007, 2008 and 2009, as compared to 3.6 to 1 in 1997. This change in inmate-to-staff ratio causes a significant reduction in BOP's ability to effectively supervise inmates and to provide them reentry programming.

#### Impact on Performance (Relationship of Enhancement to Strategic Goals)

Increasing the number of staff in federal prisons will improve the inmate to staff ratio, which will result in better supervision, safety, and programming of the inmates. This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 "Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System" and, 2) 3.4 "Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards".

## Funding

### Base Funding

FY 2009 Enacted (w/resc./supps)				FY 2010 Enacted				FY 2011 Current Services			
Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)
0	0	0	0	0	0	0	0	0	0	0	\$0

### Personnel Increase Cost Summary – See cost input for additional information

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
Total Personnel	See Cost Input		\$48,287	\$50,258

### Non-Personnel Increase Cost Summary – See cost input for additional information

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
Total Non-Personnel	See Cost Input		\$10,768	\$0

### Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
Current Services	0		0	0	0	0	0
Increases	0		1,200	48,287	10,768	59,055	50,258
Grand Total	0		1,200	\$48,287	\$10,768	\$59,055	\$50,258

**Item Name:** **FCI Berlin, NH (1,280 Beds) Activation (9/2010)**  
**USP Thomson, IL (1,600 high security cells) Activation**

Budget Decision Unit(s): **Inmate Care & Programs /Institution Security & Administration**

Strategic Goal(s) & Objective(s): **Goal 3; Objectives 3.3 and 3.4**

Organizational Program: **Activations**

Program Increase: Positions **1,274** Correctional Officers **652** FTEs **784** Dollars **\$95,379,000**

#### Description of Item

The BOP is requesting an enhancement for its operation in order to begin the activation process at FCI Berlin, NH (378 pos., 189 FTEs, and \$28.500 million) and USP Thomson, IL (896 pos., 595 FTEs, and \$66.879 million). When activated, the FCI Berlin facility will add 1,152 medium security beds and the USP Thomson facility up to 1,600 high security cells. The taxpayers have invested \$271 million to construct FCI Berlin; therefore, the beds should be made available as soon as possible. The activations are a multi-year process, including many steps from selecting wardens and executive staff, to identifying and ordering equipment, meeting with the community, recruiting and training new staff, furnishing and equipping the new facilities, and eventually accepting inmates. The total resources required for these facilities in FY 2011 are 1,274 positions, 784 FTEs and \$95,379,000, which also provides for one-time costs of equipping the facilities, conducting background investigations for new employees and providing standard law enforcement training. One-time costs are non-recurred the following year in accordance with future needs. This request includes \$14.2 million in inmate related costs. This will provide marginal funding for security, food, medical care, clothing, unit management and records. This cost is needed for the new inmates coming into the system and may be needed at other facilities until the inmates are housed in these new facilities.

#### Justification

As of January 21, 2010, there are over 208,600 inmates in Bureau of Prisons (BOP) custody, approximately 7,000 more than the end of FY 2008. Approximately 82 percent of the inmate population is confined in Bureau-operated institutions, while 18 percent are managed in contract care, primarily private sector prisons. Most federal inmates (53 percent) are serving sentences for drug trafficking offenses. The remainder of the population consists of inmates convicted of weapons offenses (15 percent), immigration law violations (10 percent), fraud (5 percent), property crimes (4 percent), sex offenses (4 percent), other violent offenses (8 percent), and other miscellaneous offenses (5 percent). The average sentence length for inmates in BOP custody is 9.9 years. Approximately 7 percent of inmates in the BOP are women, and approximately 26 percent are not U.S. citizens.

The BOP currently operates 115 institutions at four basic security levels -- minimum, low, medium, and high. This number also includes one maximum security prison for the less than 1 percent of the inmates who require that level of security. The graduated security categorization allows BOP to assign an inmate to an institution in accordance with his or her individual security and program needs. These needs are determined by the inmate classification system, which yields an inmate security classification of minimum, low, medium, or high. Additionally, inmates are also designated to facilities that meet program needs or other requirements (such as health care); and the BOP operates a number of detention centers and units that confine pre-trial and pre-sentenced offenders.

The BOP has no control over the number of inmates who come into federal custody or the length of time they stay in prison. The most significant net increases in the inmate population have occurred in the last 2 decades. While the BOP is no longer experiencing the dramatic population increases of between 10,000 and 11,400 inmates per year that occurred from 1998 to 2001, the increases are still significant and include average annual increases of approximately 5,800 inmates per year for the last 5 fiscal years (from 2004 to 2009).

The Bureau was created in 1930 and operated 14 institutions for just over 13,000 inmates. By 1940, the Bureau had grown to 24 institutions and 24,360 inmates. The number of inmates did not change significantly for 40 years, and in 1980, the total population was 24,640 inmates. From 1980 to 1989, the inmate population more than doubled to almost 58,000. This growth resulted from enhanced law enforcement efforts along with legislative reform of the federal criminal justice system and the creation of a number of mandatory minimum penalties. During the 1990s, the population more than doubled again, reaching approximately 134,000 at the end of 1999 as the BOP experienced the effect of increased efforts to combat illegal drugs, firearms violations, and illegal immigration. As a result of the National Capital Revitalization and Self-Government Improvement Act of 1997, the BOP became responsible for the District of Columbia's sentenced felon inmate population. Almost immediately, sentenced felons from the District of Columbia began the transfer into BOP custody. In 2001, the BOP also began accepting custodial responsibility of newly-sentenced D.C. felony inmates.

The BOP expects increases of at least 7,000 per year in FY 2010 and FY 2011. At least 4,500 net new inmates are projected each year after 2011. The BOP's current population of 208,477 is expected to increase to over 222,000 by the end of fiscal year 2011.

### **Institution Crowding**

The size of the BOP inmate population greatly exceeds the rated capacity of its prisons. Currently, the BOP is at 36 percent above rated capacity in federal prisons system-wide, 46 percent over rated capacity at medium security facilities and 51 percent over rated capacity at high security facilities. As in past years, the BOP will continue to increase the number of beds through acquisitions, additional contract beds, expansions, and new construction as funding permits, and take a variety of steps to mitigate the effects of crowding in its facilities. For example, the BOP has refined the architectural design of its newer facilities and has taken advantage of improved technologies in security measures such as perimeter security systems, surveillance cameras, and equipment to monitor communications. The BOP also enhanced population management and inmate supervision strategies in areas such as classification and designation, intelligence gathering, gang management, use of preemptive lockdowns, controlled movement, and staff training.

This request will enable requisite programming opportunities for federal offenders, promoting an atmosphere conducive to positive change while they are incarcerated and better transition upon release. Programming is extremely important for successful prisoner re-entry into American society. Research has indicated the positive connection between education/vocational training for inmates and lower recidivism.

### **Impact on Performance (Relationship of Increases to Strategic Goals)**

With activation of these facilities, the BOP's overall rated capacity will increase.

This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 "Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System. and, 2) 3.4 "Provide services and programs to

facilitate inmates' successful reintegration into society, consistent with community expectations and standards.”

## Funding

### Base Funding

FY 2009 Enacted (w/resc./supps)				FY 2010 Enacted				FY 2011 Current Services			
Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)
0	0	0	0	0	0	0	0	0	0	0	\$0

### Personnel Increase Cost Summary – See cost input for additional information

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
<b>Total Personnel</b>	See Cost Input	1,274	\$67,047	\$54,268

### Non-Personnel Increase Cost Summary- See cost input for additional information

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
<b>Total Non-Personnel</b>	See Cost Input	<b>0</b>	\$28,332	\$27,121

### Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
Current Services	0	0	0	0	0	0	0
Increases	1,274	652	784	67,047	28,332	95,379	81,389
<b>Grand Total</b>	<b>1,274</b>	<b>652</b>	<b>784</b>	<b>\$67,047</b>	<b>\$28,332</b>	<b>\$95,379</b>	<b>\$81,389</b>

**Item Name:** **Second Chance Act Requirements**  
**Budget Decision Unit:** **Contract Confinement and Inmate Care & Programs**  
**Strategic Goal(s) & Objective(s):** **Goal 3; Objectives 3.3 and 3.4**  
**Organizational Program:** **Reentry Programs**

Program Increase: Positions **42** Correctional Officers **0** FTE **21** Dollars **\$25,927,000**

#### Description of Item

The Second Chance Act of 2007, P.L. 110-199, was signed into law April 9, 2008. The purposes of the Act are to: break the cycle of criminal recidivism, increase public safety and better address the growing population of criminal offenders who return to their communities and commit new crimes; rebuild ties between offenders and their families while the offenders are incarcerated; encourage the development and support of, and expand the availability of, evidence-based programs that enhance public safety and reduce recidivism; and provide offenders reentering the community from incarceration with sufficient transitional services.

Under the new law, the BOP requires an additional \$23.125 million for Residential Reentry Center (RRC) contracts, and \$2.802 million for other correctional programs like BRAVE, Challenge and Axis.

#### Justification

Among its many provisions, the Act changes the BOP's statutory authorities for making pre-release RRC placement decisions. This is increasing the RRC population and additional resources are required.

In addition, the Act requires that the BOP establish a federal prisoner reentry strategy to help prepare prisoners for release and successful reintegration into the community, including, at a minimum, that the BOP: A) Assess each prisoner's skill level at the beginning of the term of imprisonment to identify any areas in need of improvements prior to reentry; B) Generate a skills development plan for each prisoner to monitor skills enhancement and reentry readiness throughout incarceration; C) Determine program assignments for prisoners based on the areas of need identified through the assessment; D) Ensure that priority is given to the reentry needs of high-risk populations, such as sex offenders, career criminals, and prisoners with mental health problems; E) Coordinate and collaborate with other federal agencies and with state, tribal, and local criminal justice agencies, community-based organizations, and faith-based organizations to help effectuate a seamless reintegration of prisoners into communities; F) Collect information about a prisoner's family relationship, parental responsibilities, and contacts with children to help prisoners maintain important familial relationships and support systems during incarceration and after release from custody; and G) provide incentives for prisoner participation in skills development programs. Incentives for a prisoner may include the maximum allowable period in a RRC and other initiatives as the Director of the BOP considers appropriate.

The BOP continues to develop and enhance specialized treatment programs based on cognitive-behavioral treatment model. Examples of these specialized unit-based, programs include: BRAVE Program (Bureau Rehabilitation & Values Enhancement), currently operating at FCI Beckley, WV. This program targets young offenders serving lengthy sentences, it addresses institutional adjustment,

antisocial attitudes and behaviours, and motivation to change. The Challenge Program is for high security inmates with a history of substance abuse and/or mental illness. Challenge Programs are located at nine Bureau penitentiaries, with expansions planned in FY 2011. The AXIS program specifically targets inmates with Mental Health problems.

Impact on Performance (Relationship of Enhancement to Strategic Goals)

This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 “Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System” and, 2) 3.4 “Provide services and programs to facilitate inmates’ successful reintegration into society, consistent with community expectations and standards”.

**Funding**

Base Funding

FY 2009 Enacted (w/resc./supps)				FY 2010 Enacted				FY 2011 Current Services			
Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)
0	0	0	\$502,979	0	0	0	\$564,440	0	0	0	\$576,245

Personnel Increase Cost Summary – See cost input for additional information

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
Total Personnel	See Cost Input	0	\$2,289	\$1,661

Non-Personnel Increase Cost Summary – See cost input for additional information

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
Total Non-Personnel	See Cost Input	0	\$23,638	\$0

Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
Current Services	0	0	0	0	0	576,245	0
Increases	42	0	21	2,289	23,638	25,927	1,661
Grand Total	42	0	21	\$2,289	\$23,638	\$602,172	\$1,661

**Item Name:** **Food Cost Adjustment**

Budget Decision Unit(s): **Inmate Care & Programs**

Strategic Goal(s) & Objective(s): **Goal 3; Objectives 3.3 and 3.4**

Organizational Program: **Food Cost Adjustment**

Program Increase: Positions +0 Correctional Officers +0 FTE +0 Dollars **+\$15,882,000**

Description of Item

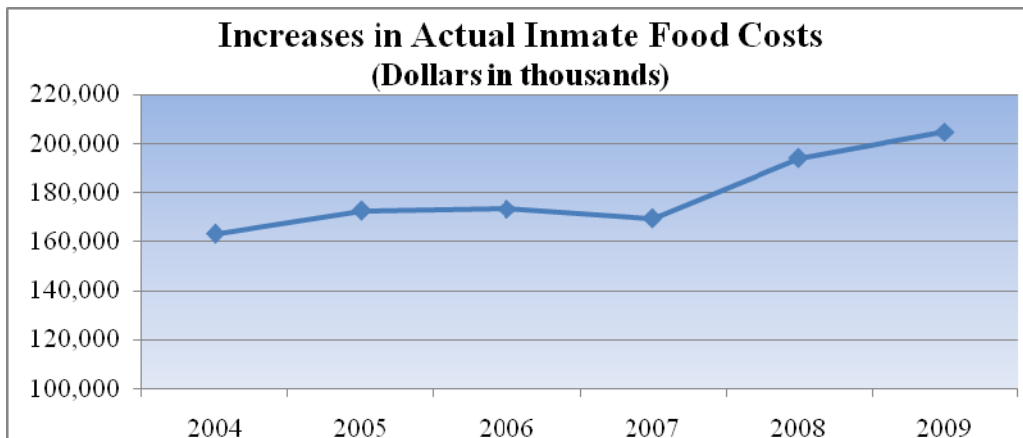
The BOP is requesting \$15.882 million for inflationary adjustments in inmate food costs.

Justification

Currently, the BOP is responsible for the custody and care of about 209,000 federal inmates. Over 171,000 of these inmates are confined in BOP operated institutions. By the end of FY 2011, inmates in BOP operated facilities will reach nearly 184,000 and the total population will reach nearly 223,000.

The BOP provides meals to inmates that meet the Dietary Reference Intake recommended by the Food and Nutrition Board, Institute of Medicine of the National Academies of Sciences, for vitamins and minerals. Meal preparation is accomplished primarily by inmate workers under the supervision of staff. Food preparation, recipe and menu management, and cost-based budgetary accounting are maintained by the use of a standardized national menu and a computerized Food Service management software system. During FY 2011, the BOP estimates serving over 199 million meals.

**The cost of raw food materials rises every year and this adjustment is necessary to maintain the base resources.**



Impact on Performance (Relationship of Increase to Strategic Goals)

When BOP has not received funding to cover the operational cost increases it has incurred, in some years it has used funding planned for other areas to cover these costs. For example, one of BOP's highest priorities is to increase staffing levels of correctional workers. However, funding planned for hiring additional correctional workers instead was used to cover base operations cost increases, such as inmate food, that were un-funded.



This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 “Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System” and, 2) 3.4 “Provide services and programs to facilitate inmates’ successful reintegration into society, consistent with community expectations and standards

**Funding**

Base Funding

FY 2009 Enacted (w/resc./supps)				FY 2010 Enacted				FY 2011 Current Services			
Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)
0	0	0	\$204,688	0	0	0	\$209,805	0	0	0	\$209,805

Personnel Increase Cost Summary - See Cost Input for additional information

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
<b>Total Personnel</b>	See Cost Input	0	\$0	\$0

Non-Personnel Increase Cost Summary – See Cost Input for additional information

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
<b>Total Non-Personnel</b>	See Cost Input	0	\$15,882	\$0

Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
Current Services	0	0	0	0	209,805	209,805	0
Increases	0	0	0	0	15,882	15,882	0
<b>Grand Total</b>	0	0	0	\$0	\$225,687	\$225,687	\$0

**Item Name:** Existing Contract Beds Cost Adjustments

Budget Decision Unit(s): Contract Confinement

Strategic Goal(s) & Objective(s): Goal 3; Objectives 3.3 and 3.4

Organizational Program: Contract Bed Adjustment

Program Increase: Positions +0 Correctional Officers +0 FTE +0 Dollars +\$29,820,000

Description of Item

The BOP is requesting \$29.820 million for adjustments in the costs of existing contract beds. Currently, the BOP houses (37,329 inmates) 18 percent of its total population in contract confinement.

Justification

The cost adjustment of \$29.820 million is required in FY 2011 to meet the requirement of the Service Contract Act of 1965, as amended, which states in paragraph (3) adjustment of compensation, that if the term of the contract is more than 1 year, the minimum monetary wages and fringe benefits to be paid or furnished there under to service employees under this contract shall be subject to adjustment after 1 year and not less than once every two years. In addition, this request also provides for regularly scheduled contract bed price increases.

Impact on Performance (Relationship of Increase to Strategic Goals)

Continuing to fund the low security contract beds helps to reduce crowding in BOP low security facilities. As of January 21, 2010, low security overcrowding was at 38 percent, which equates to 76 percent of the inmates being triple bunked, or in some cases inmate overflow regularly being housed in day rooms, open bays, program space, etc. Funding increases in costs of contract bed facilities will continue to reduce the crowding rate in low security BOP facilities, which has become a severe management issue.

This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 “Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System” and, 2) 3.4 “Provide services and programs to facilitate inmates’ successful reintegration into society, consistent with community expectations and standards.”

## Funding

### Base Funding

FY 2009 Enacted (w/resc./supps)				FY 2010 Enacted				FY 2011 Current Services			
Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)
413	0	405	\$821,910	413	0	413	\$942,089	413	0	413	\$943,347

### Personnel Increase Cost Summary - See Cost Input for additional information

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
<b>Total Personnel</b>	See Cost Input	0	\$0	\$0

### Non-Personnel Increase Cost Summary - See Cost Input for additional information

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
<b>Total Non-Personnel</b>	See Cost Input	0	\$29,820	\$0

### Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
Current Services	413	0	413	0	0	943,347	0
Increases	0	0	0	0	29,820	29,820	0
<b>Grand Total</b>	<b>413</b>	<b>0</b>	<b>413</b>	<b>\$0</b>	<b>\$29,820</b>	<b>\$973,167</b>	<b>0</b>

## VI. Program Offsets by Item

**Item Name:** Travel Offset

Budget Decision Unit: Institution Security & Administration

Strategic Goal(s) & Objective(s): Goal 3; Objectives 3.3 and 3.4

Organizational Program: Travel

Component Ranking of Item:

Program Reduction: Positions -0- Correctional Officers -0- FTE -0- Dollars -\$1,512,000

### Description of Item

The Department is continually evaluating its programs and operations with the goal of achieving across-the-board economies of scale that result in increased efficiencies and cost savings. In FY 2011, DOJ is focusing on travel as an area in which savings can be achieved. For the BOP, travel or other management efficiencies will result in offsets of \$1,512,000. This offset will be applied in a manner that will allow the continuation of effective law enforcement program efforts in support of Presidential and Departmental goals, while minimizing the risk to health, welfare and safety of agency personnel.

## Funding

### Base Funding

FY 2009 Enacted (w/resc./supps)				FY 2010 Enacted				FY 2011 Current Services			
Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)
0	0	0	0	0	0	0	0	0	0	0	\$0

### Personnel Reduced Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
<b>Total Personnel</b>	N/A	N/A	\$0	\$0

### Non-Personnel Increase Cost Summary – See cost input for additional information

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
<b>Total Non-Personnel</b>	N/A	N/A	-\$1,512	\$0

### Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
Current Services	0	0	0	0	0	0	0
Increases	0	0	0	0	-1,512	-1,512	0
<b>Grand Total</b>	0	0	0	\$0	-\$1,512	-\$1,512	\$0

**Item Name:** **National Institute of Corrections Offset**

Budget Decision Unit: **Contract Confinement**

Strategic Goal(s) & Objective(s): **Goal 3; Objectives 3.3 and 3.4**

Organizational Program: **NIC**

Component Ranking of Item:

Program Reduction: Positions **-0-** Correctional Officers **-0-** FTE **-0-** Dollars **-\$5,000,000**

Description of Item

There is a program decrease of \$5 million in this budget which reduces funding for the National Institute of Corrections (NIC) in the Contract Confinement decision unit. The NIC is a federal entity authorized by 18 USC 4351 to provide corrections assistance to state and local correctional agencies.

NIC is the only federal government agency that is solely dedicated to providing comprehensive, technical corrections assistance to state and local correctional agencies. NIC provides technical assistance either by sending a technical resource provider and/or staff to the requesting agency, or an individual or team of individuals from the requesting system visits another agency to gain expertise and experience in the specific area of concern.

The NIC Academy is the training division that provides training and related services for state and local correctional practitioners. By developing and delivering training to prisons, jails and community corrections practitioners, the Academy enhances interaction among correctional agencies, other components of the criminal justice system, public policymakers, and concerned public and private organizations, thus improving correctional programming throughout the country. In FY 2009, the NIC provided training to more than 46,234 corrections professionals and others nationwide viewed NIC's satellite broadcasts and satellite training programs. In addition, more than 4,000 corrections professionals completed e-Learning courses through the NIC Learning Center.

Further, the NIC was directed by Congress to conduct studies on subjects such as sexual abuse of inmates, state prison health care, location of alien detention facilities (i.e., Southwest Border), and Prison Rape Prevention under the Prison Rape Elimination Act.

## Funding

### Base Funding

FY 2009 Enacted (w/resc./supps)				FY 2010 Enacted				FY 2011 Current Services			
Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)
0	0	0	\$19,023	0	0	0	\$19,023	0	0	0	\$19,023

Personnel Increase Cost Summary – See cost input for additional information

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
<b>Total Personnel</b>	N/A	N/A	\$0	\$0

Non-Personnel Increase Cost Summary – See cost input for additional information

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
<b>Total Non-Personnel</b>	N/A	N/A	-\$5,000	\$0

Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
Current Services	0	0	0	0	0	19,023	0
Increases	0	0	0	0	-5,000	-5,000	0
<b>Grand Total</b>	0	0	0	\$0	-\$5,000	\$14,023	\$0